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ABSTRACT

This study was undertaken to provide information to policymakers and school administrators about the process of staff development in desegregated schools, characteristics of staff development programs, and district level perceptions of staff development. The study was based on data collected during field visits to 16 desegregated school districts. School staff and school board members were interviewed about their local staff development programs. Perceptions of staff development were found to fall into two categories: needs and outcomes. Generally, staff development programs were thought to need few improvements. Respondents saw needs for additional programs and for an overall assessment of the contribution of staff development to school desegregation. Respondents agreed that staff development was least effective in improving student achievement or attitudes. Additionally they agreed that staff development was most effective in improving teacher morale, intergroup relations, and teachers' perceptions of their competence. Interview guides and codesheets are appended. (Author/MK)

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PREFACE

This report is the product of a national study of how desegregated school districts use staff development to prepare for desegregation. The study was commissioned by the National Institute of Education's Desegregation Studies Group. This research represents the first systematic attempt to examine inservice or staff development for desegregation.

A primary purpose of the study is to provide federal policymakers and local school administrators with an overview of the various approaches taken to staff development for desegregation. Another purpose is to raise questions about the intent, content, planning, and delivery of staff development that can be further examined by subsequent studies. Until recently, it has been assumed that the value of staff development is intrinsic; in an era of declining resources for public education, that assumption will increasingly be called into question, and policymakers at the federal and local levels must be prepared to speak with greater precision about the outcomes of particular staff development approaches.

The data for the study were collected in a series of field visits to 16 desegregated school districts that vary widely in size, ethnic composition, and geographic region. They participated in the study voluntarily. Their identity has been protected by the use of pseudonyms.

Other products of this research include case studies that describe the process and setting of staff development in each of the districts. Rand published these case studies in three volumes in August 1979, under the general title *Inservice Training in Desegregated School Districts*: *Eastern Region Case Studies*, N-1251-NIE, *Midwest Region Case Studies*, N-1252-NIE, and *Western Region Case Studies*, N-1253-NIE. Rand has also published a literature review that synthesizes the contributions of literature related to the practice of staff development: *Inservice Education for Desegregation: A Review of the Literature*, N-1331-NIE, by Maureen F. Carney. An executive summary draws together the findings of this report and the case studies: *Staff Development Programs in Desegregated Settings: Summary of Findings*, R-2539/1-NIE, by Nicelma J. King.

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SUMMARY

At the time of desegregation, school district personnel not only must attend to all the customary logistics that accompany the reassignment of students and personnel, but also must make necessary adjustments in the educational program. These adjustments have typically included inservice training programs for school staff, administrators, and sometimes citizens of the community.

The necessity of these inservice training programs has been recognized by federal, state, and local policymakers; the federal government has furnished supplemental assistance for that purpose. Until now, however, there has been no systematic study of the *value* of these programs to school district personnel or students in desegregated settings, nor have district policymakers attempted to *describe* the programs. Lacking a sure sense of direction as a result, school districts are left to their own devices to provide staff development, particularly in times of organizational stress, and the federal government, state education agencies, and local school districts continue to fund staff development programs in the hope that they will lead to "change"—while no one really knows whether the programs help, what the participants feel about them, or even how they operate.

This study is based on data collected in field visits to 16 desegregated school districts, which participated voluntarily. From 5 to 10 person-days were spent in each district in the spring of 1979, interviewing administrators, principals, trainers, teachers, counselors and other school staff, and community and school board members, about the local staff development program, particularly as it was seen to relate to school desegregation.

This study cannot completely fill the vacuum of information for policymakers about the operation or value of staff development for desegregation, but it provides some information about the process of staff development in desegregated settings, the characteristics of staff development programs, and the district-level perceptions of staff development.

Staff development includes the activities undertaken by school districts that culminate in an inservice program. These activities include the determination of desegregation goals; the formulation and implementation of the desegregation plan; the identification of desegregation needs; the planning and delivery of staff development programs; and the evaluation of staff development outcomes. The study found that the most crucial activity of the process is the identification of desegregation needs. Districts with formal needs assessment activity had staff development programs that functioned more efficiently.

The characteristics of staff development programs include their content, duration, and funding, and whether they were regarded as desegregation-specific. Desegregation-specific programs were usually characterized by content, which included such components as Conflict Management or Discipline, Human Relations, Multicultural and Community Participation. Most nondesegregation-specific staff development focused on the Curriculum and Basic Skills/Cognitive components and a variety of other subjects. District characteristics such as size, ethnic composition, and stage of desegregation have some relationship to the amount of staff

development, its content, and its source of funding. School districts provide a substantial amount of the funding for their staff development programs.

District perceptions of staff development fall into two categories: needs and outcomes. Staff development programs are generally perceived to need few improvements, particularly in districts that desegregated before 1975. Respondents perceived needs for additional staff development programs and an overall assessment of the contribution of staff development to desegregation. Respondents in various categories (e.g., administrators, principals, and teachers) were agreed that staff development is effective, and that it is most effective in improving teacher morale, intergroup relations, and teachers' perceptions of their competence. There was also general agreement that staff development is least effective in improving student achievement or attitudes. Staff development programs are perceived to make valuable contributions to successful desegregation by helping to reduce the incidence and severity of desegregation-related problems and by improving the overall educational climate.

ACKNOWLEDGMENTS

The authors wish to thank the staff of the 16 school districts that voluntarily participated in the study. This participation cost them hours of time for the coordination of field visits, identification of appropriate respondents, and the conduct of interviews. Their cooperation was vital to the study.

Oscar Uribe and Ron Henderson of NIE's Desegregation Studies Group provided assistance throughout the course of this study. Sue Berryman of Rand and Richard Williams of UCLA's School of Education offered helpful comments on earlier drafts of this report. Special thanks also go to Paul Hill, manager of Rand's Education and Human Resources Program. His willingness to give unstintingly of his time and advice has much improved the quality of this work.

Many persons who did not participate in writing this final report nonetheless made valuable contributions to the study, primarily in the sample selection, instrument development, and fieldwork phases. They include Dixie Carney, Evelyn Davila, Morlie Graubard, Meg Gwaltney, Marvinia Hunter, James Hyman, Rita Mahard, Beth Ostheimer and Susan Reese.

The contributions of these persons are greatly appreciated. Their insights have made it possible to provide a much more detailed analysis than we originally expected.

Responsibility for any remaining errors or misinterpretations rests solely with the authors.

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I. INTRODUCTION AND RESEARCH ISSUES

INTRODUCTION

This study examines the operation of staff development programs in desegregated school districts. As numerous sources have noted, school desegregation puts major demands on school districts.[1] Personnel must devise the desegregation plan; disseminate information about it to the public; assign personnel to manage and implement the plan; and provide a forum for questions from district staff and the public. Finally, but perhaps most important, the district must provide for necessary changes in school operation and in the instructional program that will enhance the ability of the schools to provide quality education in a desegregated setting. The planning and implementation of these changes rarely receives the attention that is devoted to the development and implementation of the mechanics of the desegregation plan, but they are crucial to the success or failure of desegregation.

Teachers are faced with the most demanding aspect of school desegregation: providing an education to the mix of students in each classroom. It is often assumed that they will make any necessary instructional change automatically. That task may be difficult, because teachers in desegregating schools often find that they have to change their usual teaching techniques. They may believe that they do not know how to communicate with or elicit the support of students from a variety of ethnic and socioeconomic groups, or they may need to enrich their curriculum with more multiracial materials that tell about the achievements and contributions of various of cultural groups. Some teachers may entertain distorted preconceptions and stereotypic notions about the learning styles and abilities of certain racial groups. Desegregation itself may cause them to fear for their safety or to be uncertain about changing their teaching styles. Doubt about their ability to make the necessary changes often turns into frustration and anger.

Other school district personnel may need help as well. Counselors, principals, school support staff, administrators, and school board members may face special job-related problems that result from school desegregation. For example, counselors may need additional training in using tools other than standardized tests to assess student potential. A wide range of placement tools is desirable in any school district; the use of standardized tests alone in a desegregated school district may result in resegregated classrooms. Similarly, principals and administrative staff may need to take a new look at the appropriateness and workability of school and district policies in a desegregated system.

School districts typically provide this additional preparation for all staff members through inservice programs during the time of desegregation. Unfortunately, there are no commonly accepted guidelines for school staff on how to develop such programs, few mechanisms to identify which staff members are most in need of

[1]Numerous studies conducted by the U.S. Commission on Civil Rights attest to these demands (see reports of 1973, 1976, 1977); also see Crain (1968) and Orfield (1969, 1977).

particular training programs, and almost no procedures to evaluate whether the programs work. As a result, district policies often have no clear sense of purpose.

The lack of guidance becomes apparent when one examines the research literature. At present, there is no cohesive theory or body of literature on staff development or on the specialized staff development components, and there is no overall philosophy from the federal level of how staff development should function. Consequency, program guidelines differ widely. It appears that there is a great deal of confusion about what staff development programs are intended to do in the desegregated setting, and how they achieve—or fail to achieve—those intentions. That situation led the National Institute of Education's Desegregation Studies Task Force to commission this exploratory research. The client specified two broad objectives for the research:

- *To describe the process of staff development as an organizational response to school desegregation;*
- *To cite implications raised by current staff development practice for future policy decisions.*

This section describes the basic issues addressed by this study. They derive from the two broad objectives.

DEFINITIONS AND RESEARCH ISSUES

Definitions

Staff development refers to the ongoing training that school districts provide for employees. It is also referred to as *inservice* training, which distinguishes it from *preservice* training received prior to employment. Though recent articles on educational practice have described staff development and inservice as if they were distinct, there is little agreement among policymakers, researchers, or educators on operational distinctions. In this report, the two terms are used synonymously.

Staff development programs consist variously of workshops, institutes, courses, and meetings. The sum of all such training courses offered in a school district is considered the district's total staff development program; likewise, each workshop, institute, course, or meeting may be referred to as a staff development program. In addition, some people regard employee attendance at university and continuing education courses to be a part of the district's inservice program, especially where the district reimburses the tuition for a course, or has some input into the course content, or both. This study, however, is confined to staff development programs that school districts provide, either through contractual agreement with some outside agency or through resource persons who are district employees. Both the total district program and the individual program units will be considered.

Staff development for desegregation refers to any workshop, course, or institute that a district offers for the purpose of improving desegregation. Ongoing staff training is appropriate for both reinforcing prior skills and introducing innovations. Employee training for school desegregation falls into both of these categories.

Teaching personnel are the most typical recipients of staff development pro-

grams, but other recipients can include administrators, counselors, principals, and school support staff. Inservice training for desegregation is not always limited to district employees. Though it is still considered "staff" development, the training has frequently been extended to members of the community not employed by the school district, such as parents, community leaders, and church groups. School board members may also be included.

Research Issues to be Addressed

This section summarizes the issues that the report will address. The issues are grouped into to three broad categories:

- The *process* of staff development
- The *characteristics* of staff development programs
- The *perceptions* of staff development

The following subsections define each category, discuss its importance to policymakers, note contributions made by relevant literature,[2] and enumerate the research questions addressed by the study.

THE PROCESS OF STAFF DEVELOPMENT

Working Definition

The staff development process is the sum of the activities in the district environment that influence the policymaking, planning, and delivery of inservice programs. An understanding of the process requires some knowledge about the people who may be involved and how they influence the activities.

Policy Importance

The staff development process is important for policymakers at all levels, local, state, and federal. State and federal policymakers who provide funding for staff development need to know whether there is anything about the way in which a district desegregates or delivers its staff development programs that has important consequences for funding. For example, the adoption of a particular type of desegregation plan may influence the requirements for staff development or the timing in which internal funds for the inservice programs must be received. Policymakers at the state and federal levels also need to know who the district-level actors in the

[2]A brief description of the literature reviewed for the study will assist in understanding the aspects of staff development. Though there is no cohesive body of literature on staff development or on the specialized staff development needs of desegregated school districts, information on staff development can be drawn from several relevant areas. These include descriptive accounts of desegregation-related inservice training, descriptions of individualized approaches to staff development, studies of school desegregation and studies of the implementation of educational change. Although this section will make some reference to the contributions of the literature, readers interested in in more detail should refer to Carney (1979).

process are, how they influence the programs, and what their level of involvement with staff development decisions is. This information is important because of recent changes in attitude about ownership of staff development decisions. Decisions about staff development have traditionally been made by district administrators, without a great deal of input from teachers or community members. In recent years, the educational literature has indicated that this lack of input has limited the effectiveness of staff development, and various programs with new approaches to staff development decisionmaking have been funded.[3] Federal and staff policymakers need to know in a more systematic way which actors have responsibilities in the decisionmaking process, and how external funding may have resulted in changes in the control of staff development decisions.

District-level policymakers are active participants in the staff development process, but they may want to take a systematic look at the way in which their desegregation policy meshes with their staff development policies. This systematic look is always available to them, but the presssure of day-to-day decisions may make it difficult to examine the influence of desegregation on staff development or vice versa. District-level policymakers also may want to examine the roles of various actors in the staff development process to see if differences in who controls staff development decisions have any influence on the process.

Contributions of the Literature and Identification of Research Questions

Although federal assistance for staff development in desegregating school districts has been available since the late 1960's, little specific attention has been paid to how staff development fits into the desegregation process, nor is there any documentation of the overall process of staff development in school districts. Descriptions of staff development programs do not delineate what activities led to those programs, the comparative importance of various activities, or the responsibilities assumed by teachers, principals, administrators, or any other actors in the school district.

To understand the staff development process, more information is needed about its component activities and their linkage to school desegregation. The descriptions of desegregation-specific programs do not describe *needs assessment* activities or program *planning*, but they provide some information about the *delivery* and *evaluation* of the programs. The descriptions of general programs give more emphasis to needs assessment and planning, and some of them pay specific attention to delivery and evaluation. The reports all imply that teachers are the primary recipients of staff development programs, but there is no description of their role in planning or needs assessment, or of the roles of the principals, district administrators, and other school-related people.

It is interesting that none of these descriptions give a coherent picture of what problems are appropriate and inappropriate for solution by staff development. Similarly, they offer no specific information on how trainers are selected or why

[3]Teacher centers and concerns-based staff development are two such externally funded programs. Others are described in Carney (1979).

certain participant incentive structures are used. The role of funding is not addressed in any of the program descriptions, although it appears that funding availability shapes many staff development programs. Perhaps the most important element missing from these descriptions is a linkage between the staff development and desegregation processes. The linkage is assumed in the desegregation-specific reports, and perhaps is not relevant for the general ones.

This research contributes to an understanding of the process of staff development by concentrating on the following questions:

- What is the staff development process in the desegregated settings selected for study?
- How do various actors influence the staff development process?

THE CHARACTERISTICS OF STAFF DEVELOPMENT PROGRAMS

Working Definition

Program characteristics include specifics of staff development programs, such as their subject matter, their format and duration, and how they are funded. This study will also compare desegregation-specific and general staff development programs.

Policy Importance

Staff development program characteristics are important for policymakers at the federal, state, and local levels because of the limited availability of information on staff development programs. At the federal and state levels, policymakers must decide whether to fund proposals submitted by districts. In many cases, because the proposals do not specifically describe the staff development activities planned, policymakers have only vague impressions about the content and duration of the staff development program, or whether the only recipients of services will be teachers. The policymakers have no clear picture of how much support they are providing to district staff development programs, whether districts are supporting staff development with their own funds, or whether federal programs that were intended to support desegregation are being targeted to desegregation-specific programs. They need descriptive information about the programs to make better decisions about the kind of focus they want federal or state support to assume, as well as to get a clear sense of the demand for a particular type of staff development. This sense of demand is important in shaping guidelines for new programs.

Local policymakers make decisions about whether to seek external funding to support their staff development programs. It is possible that their knowledge of funding opportunities may lead local policymakers to structure their proposed staff development to increase the likelihood of funding. If external funding is not obtained, the staff development programs may be changed radically or not offered at

all. The influence of funding source on program characteristics will be described below.

Contributions of the Literature and Identification of Research Questions

As mentioned earlier, the literature contains some descriptions of individual staff development programs, both general programs and those specifically targeted to school desegregation. The descriptions come from three basic sources: program synopses of Title IV workshops and institutes; research into the process of educational innovation; and reports of individually based staff development programs.

From the literature, it appears that desegregation-specific programs have emphasized human relations and multicultural subject matter and have been delivered in a workshop format. General programs have not emphasized particular subject areas, but they have stressed participant involvement in decisions about the programs and have provided much more detail about the process than about program specifics. As a result, very little is known about the substantive differences between the two kinds of programs, or how those differences vary with a district's ethnic composition, size, and stage of desegregation, and the source of the desegregation mandate.

This study examined delivery of the total staff development programs offered by the school districts visited. Particular attention was paid to program units that were considered desegregation-related. Viewing desegregation-related programs in the light of a district's total staff development program gave a needed perspective on the relative importance of these programs.

The study team considered three questions about program characteristics:

- What are the program characteristics of staff development in desegregated settings?
- How do desegregation-specific programs differ from general ones?
- What bearing do district characteristics such as ethnic composition, stage of desegregation, and source of the mandate to desegregate have on the characteristics of staff development programs?

DISTRICT PERCEPTIONS OF STAFF DEVELOPMENT

Working Definition

District perceptions of staff development fall into two categories: "needs" and "outcomes." "Needs" refer to respondent perceptions of how past staff development programs could have been improved and their identification of the types of new staff development they wanted. "Outcomes" are the respondent perceptions of program effectiveness.

Policy Importance

Staff development trainers are interested in both outcomes and needs because they need the information to help them plan better programs, and therefore rely heavily on evaluations of their programs. The research reported here will provide them with yet another perspective on staff development outcomes and needs.

Federal, state, and local policymakers can use information about staff development needs because they want to know whether new programs are perceived as improvements over old ones, and whether the funding guidelines of their programs are flexible enough to accommodate staff development in newly identified subjects. These policymakers are interested in the outcomes of staff development because they need to know if the staff development they are funding is effective in helping school staff members. They also want to know where the programs are most effective, so that they can target funding to programs likely to be most effective in those areas.

Policymakers at all three levels can also use information on outcomes to determine whether staff development has influenced desegregation. In some ways this is the most difficult outcome to assess, because many conditions other than staff development influence desegregation in the school district, and the success of desegregation itself is subject to wide variations of opinion. Actors in the process may disagree completely about how desegregation has been helped (or hindered) by staff development. Nonetheless, the continued expenditure of funds for staff development to assist desegregation demands that this study consider success and failure.

Contributions of the Literature and Identification of Research Questions

Staff development has been such an accepted practice in school districts that outcomes and needs have not been recorded very systematically. Because most descriptions of staff development have assumed that it is highly effective, they have not troubled to present clear standards for measuring effectiveness or to identify needed improvements. Other descriptions have pointed to improvements without indicating how decisions about them were made, and again have paid no systematic attention to needs for further staff development.

The literature, too, commonly makes the blanket assumption that staff development promotes success in desegregation, without offering useful examples or analyses. Descriptions of desegregation-specific activities present information from evaluations of individual staff development programs, most of them one-shot programs of short duration. Few needs for improvement are noted. The discontinuous nature of desegregation-specific programs as described in the literature may militate against needs identification and systematic program improvement.

Descriptions of general staff development programs suggest that, because they are participant-centered, they are effective and responsive in meeting identified needs for improvement. Similarly, it appears that they provide an ongoing opportunity for meeting newly defined needs for staff development. The literature suggests

that high effectiveness for general staff development is tied more closely to process elements than to program characteristics.

This study will begin to close the gap left in the staff development literature by examining perceptions of staff development from two perspectives: the delineation of needs—those for program improvements and additional staff development, and the perceived outcomes of staff development—its effectiveness and contribution to successful desegregation. The research questions addressed by the study include:

- How could staff development programs be improved?
- What needs for additional staff development programs can be identified?
- How do various actors in school districts rate the effectiveness of staff development programs?
- How does staff development contribute to successful desegregation?

Sections II, III, and IV will describe the methodology of the study in the areas of *staff development process, program characteristics,* and *district perceptions of staff development.* Section VI reviews the conclusions of the study and the policy implications that can be drawn from them.

II. STUDY DESIGN AND METHODOLOGY

OVERVIEW OF THE STUDY DESIGN

The primary purpose of this study was to describe the process of staff development as an organizational response to school desegregation. Because our research was exploratory and our budget was limited, the research team decided on intensive interviewing in a small number of school districts as the most appropriate method. We therefore closely studied the staff development process in 16 desegregated school districts, a number small enough to be manageable but large enough to reveal a range of interesting variations in staff development. We were not as concerned with the distribution of staff development activities or the production of a causal model of staff development, which would require a larger sample. The research team selected the sample from a pool of successfully desegregated school districts, which were nominated by a team of experts. Two-person interview teams visited each district for one week. Semistructured interviews were conducted with district, school, and community personnel. Information obtained in the interviews and interviewer site visits constitute the data base for this report. The specific elements of the study design, such as sample selection, instrument development, data collection, and data analysis, are described below.

DISTRICT SAMPLE

Two samples were selected for study: districts and respondents within districts. This section discusses the criteria and method of selection of each sample, and the limitations of the samples.

Districts were selected according to the following criteria:

1. Presence of school desegregation activity
2. Presence of staff development programs for desegregation
3. Stage of desegregation
4. Ethnic composition
5. Regional location
6. Size

These criteria were dictated by sponsor request, practical considerations, and research objectives, which will be discussed below.

Criteria 1 and 2: Selecting Desegregated Districts with Staff Development Programs

Theoretically, it is possible to investigate staff development for desegregation from school districts in each of the four cells depicted in Fig. 2.1.

By sampling districts from all of these cells, we could have compared staff

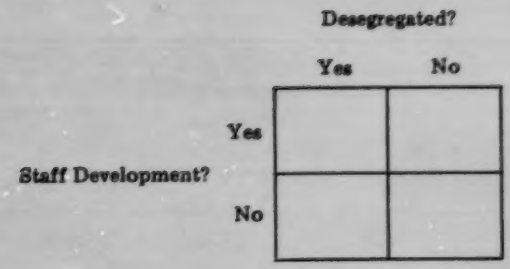

Fig. 2.1—Possible cells for sampling school districts

development in school districts that had not desegregated with those that had, and desegregated districts that employed staff development for desegregation with those that did not. For the present study, however, districts were sampled from only the upper left-hand cell of the matrix, indicating the presence of both desegregation and staff development for desegregation. Practical considerations prompted that decision. Budget limitations, for one, precluded other comparisons (between segregated and desegregated districts, for example), which would have required data collection in a much larger number of districts. Besides, given the currently limited knowledge about staff development for desegregation, it seemed appropriate to concentrate our scarce resources on the study of staff development in desegregated districts, our central interest. Subsequent research might undertake other comparisons, after some of the basic conditions and process of desegregation-related staff development are better understood.

Sampling only desegregated districts meant that the research team would not have any direct observations of staff development in districts prior to desegregation, but the research team believed that this information could be obtained retrospectively.

Once it was decided to sample only desegregated districts, the research team needed a method for selecting them. Given the lack of acceptable, operational measures of desegregation,[1] the team adopted a reputational approach. This involved eliciting the opinions of experts who are knowledgeable about desegregation at the national and regional levels. They were asked to nominate school districts they considered successfully desegregated, using their own standards for success. (Details of the nomination procedure are presented below.)

Criteria 3 and 4: Selecting School Districts by Stage of Desegregation and Ethnic Composition

The inclusion of criteria 3 and 4 was primarily motivated by research objectives. Recently desegregated school districts might have more problems which were related to the logistics of plan implementation, while districts that desegregated

[1]The biennial Office for Civil Rights survey, which is often used to measure desegregation, had not been published since 1974.

longer ago might have more problems which were related to sustaining an emphasis on quality desegregated education. These two kinds of problems might lead to different requirements for staff development activity. Prior experience also led the research team to expect "recent" districts to undertake more inservice activities that received support from the federal government; selecting districts by stage of desegregation permitted us to determine if that was the case.

The school districts were classified by the number of years they had been desegregated and were ultimately divided into two categories: those that desegregated between 1970 and 1974, and those that desegregated between 1975 and 1979. School districts in the first category that had recently made major modifications to their desegregation plans were categorized by the year of the most recent modification. For two reasons, we excluded districts that had desegregated before 1970: school staff who were present at the time of desegregation might no longer be available; and respondents' memory of events so long ago might be unreliable.

The ethnic composition of a school district can also raise special problems that require staff development assistance. For example, inservice training requirements may differ according to whether Hispanic children or black children are the dominant ethnic group, or whether multiple ethnic minority groups are present. The total percentage of minority students in a desegregated district may also influence staff development needs or content. White students predominate in the typical desegregated school district,[2] but a growing number of urban school districts are predominantly minority.[3] The selection of some school districts in which ethnic minority students were the numerical majority allowed a comparison of their staff development with districts in which white students were the numerical majority.

As a result of these concerns, we categorized school districts into those with less than 50 percent minority student enrollment, and those with 50 percent or more. Special care was taken to identify school districts in this classification scheme in which Hispanics were the predominant minority group, as well as districts that were tri- or multi-ethnic, to enable comparisons with districts where blacks were the predominant minority group.

Criteria 5 and 6: Selecting School Districts by Region and Size

District selection was further constrained by the sponsor's request that we exclude districts in the South and Southwest (the sponsor, NIE's Desegregation Studies Team, was already funding a study with somewhat similar objectives in these areas), and by funding limitations requiring the exclusion of very large school districts that would require more than two person-weeks of field study.

The school districts were selected from nominees apportioned among the East, Midwest, and West, which assured that all regions of the country other than the South and Southwest were represented in the sample. Another reason for regional apportionment was that many of the nominators were knowledgeable about school desegregation only in limited regions of the country, roughly corresponding to the

[2]A recent survey of desegregated school districts by Millicent Cox of The Rand Corporation indicates that responding school districts enrolled predominantly white students (publication forthcoming).

[3]Notable examples are Buffalo, Chicago, Detroit, and Los Angeles, all of which have recently been the subject of desegregation litigation or activity.

East, Midwest, and West. Although region was a selection criterion, districts were not formally stratified on this variable for the purpose of regional comparisons.

School districts were further categorized by size, with an attempt to get a balanced number of school districts in the small (under 15,000 students), medium (from 15,000 to 30,000 students), and large (over 30,000 students) ranges. It was expected that district size might be directly related to the number of staff development programs, to whether trainers were outside consultants or district employees and perhaps to the perception of staff development needs.

Selection of Final Site-Visit Sample

We selected 16 districts for field study from those nominated by the experts, who included educators, researchers, lawyers, administrators, and civil rights activists. They represented a variety of experiences and points of view on desegregation, and were of diverse ethnicities. We were already familiar with many of these experts, and the sponsor suggested others. In some cases, experts suggested other individuals who could be included as experts on the regional level. A total of 94 experts were contacted by telephone and asked to provide names of school districts they considered successfully desegregated. Lists of school districts were then compiled, with information on their year of desegregation, ethnicity, and number of nominations (by type of nominator at the national or regional level).

Nominations were received for 264 school districts, which we then categorized according to our demographic and geographic criteria. Districts that did not meet the criteria were eliminated, reducing the sample to 76 districts. Those receiving the highest number of nominations in each category were called to ask if they would participate in the study if selected, and to secure further information. During this preliminary call, a member of the research team asked for a description of the staff development program, and inquired whether the district had undertaken special inservice training for desegregation. A total of 39 districts that indicated a willingness to participate and had staff development programs were retained in the sample selection matrix.

In selecting the final 16 districts, two additional criteria were considered: Districts that were most willing to participate and offered the greatest variety of staff development programs were favored over other districts in the same category. During final calls, three of the first-choice districts declined to participate and were replaced with next-ranking nominees from the same region and category. Table 2.1 illustrates the characteristics of the final sample. School districts have been given pseudonyms to protect respondent confidentiality.

RESPONDENT SAMPLE

In each district, to obtain information about staff development programs, we interviewed district administrators, trainers, school staff such as principals, teachers, and counselors, school board members, community members, and teachers' union representatives. Most of them were involved in school desegregation or staff development or both, or at least were interested in staff development.

Table 2.1

FINAL SAMPLE MATRIX

Size of Student Population	Earlier Desegregation (1970-1974)		Recent Desegregation (1975-1978)	
	<50% Minority	>50% Minority	<50% Minority	>50% Minority
1-15,000	Fenton (E) Milner (MW) Maxwell (E)	Rustow (W)[a]	Winslow (W)[b]	Dawson (W)[a]
15-30,000	Lamont (E)[a] Graham (MW)	Edison (MW)	Banton (E) Harris (MW) Tarkum (MW)[a]	
Over 30,000	Carson (MW)		Butler (E) Verdun (W)[b]	Mercer (E)

NOTE: E = East, MW = Midwest, W = West.

[a]Triethnic or multiethnic district; numerically significant proportions of more than one minority group.

[b]Hispanics are the dominant minority group.

Specific criteria were used to decide how many people in each of these groups we would interview. The criteria for respondents selected at central office and local school levels are described below.

Central Office Respondents

District administrators included the Superintendent, the Assistant Superintendent for Curriculum or Instruction, the Staff Development Coordinator, and Federal Projects Administrators (e.g., for ESAA and Title I ESEA). The teams interviewed as many of these administrators as were available in each district. In many cases, especially in smaller school districts, one person assumed more than one administrative role, e.g., Desegregation Coordinator and Federal Projects Administrator.

The study team interviewed as many *trainers* as possible within the time schedule. We did not specify a number in advance because it was not possible to predict how many trainers would be present or accessible within districts. The number of trainers does not necessarily vary with district size, but with the way staff development programs were designed and administered. This information was not available until the interviewers were actually in the field. Once in the district, interviewers contacted trainers who were district employees as well as trainers who were outside consultants. After completing the fieldwork, the team was dissatisfied with the fact that trainers were primarily district employees.[4] To

[4]Scheduling severely constrained the number of outside trainers interviewed. Many of these trainers were located at colleges or school districts that were at a considerable distance from the visited district; obtaining more trainer interviews would have resulted in a substantial reduction of school site personnel interviews.

obtain more information about those who were outside consultants, we held a trainers' conference on desegregation-related staff development.[5] Information from this conference is included in this report, but statistical data from trainer interviews refer only to respondents interviewed in the field.

Although the emphasis at the Central Office level was on trainers and administrators, three other categories of respondents were interviewed according to their interest and involvement and the constraints of scheduling.

School board interviews were conducted to determine the influence of school board policy on staff development. Generally, one or two board members were to be scheduled for each district, but some district administrators in some of the districts requested that we not interview school board members, because of the sensitive nature of the study or because of the volatile atmosphere in the district resulting from desegregation. We honored those requests. If staff development programs involved parents or other *community members*, or if they were considered influential in establishing priorities for staff development, attempts were made to include them on the interview schedule.

Union Leaders were interviewed to investigate the role of the teachers' union in staff development. Recent literature suggests that unions are becoming more involved with professional growth issues, such as staff development. These interviews were not used in the statistical analysis because our interview notes made it clear that unions had little involvement in staff development.

Local School Respondents

Local school respondents included recipients of staff development and people who participated in staff development needs assessment and planning activities.

The team interviewed respondents at the elementary or middle school levels. High schools were excluded for two reasons. Since high schools are typically organized by departmentalized curriculum areas, staff development programs may be designed with a particular curriculum orientation. Rather than complicate the view of staff development by having to consider the implications of curriculum variety, the school level interviews were conducted in elementary schools, where staff development programs are generalized across curriculum. Another reason for avoiding high schools was that the interview schedule called for a limited number of intensive interviews at each school. High schools, with their larger numbers of faculty and students, would have required more interview time and more staff interviews to get a picture of the staff development program.

The study team decided to target up to five schools per district, and to interview the principal and four teachers or counselors per school. Since districts varied in size, some had many elementary schools while others had fewer than five. The team attempted to select a comparable number of schools in each district to facilitate cross-district comparisons and to stay within the scheduled one week per site. If a proportionate number of schools had been selected in each district, site visits in larger districts would have been prohibitively long.

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[5] Nine trainers attended this conference, which was held in August 1979. Three trainers had been outside consultants to districts included in the field study.

Principals were interviewed from each of the target schools in order to examine the role of the principal in the staff development process. Prior to beginning the fieldwork, the study team was uncertain about whether the principal should be interviewed as a recipient of staff development, as a trainer, as a manager of staff development resources, or as an interpreter of staff development needs. The literature on desegregation was not clear about *how* the principal functioned in the desegregated setting, while the literature on educational change insisted that principals are crucial. In the absence of any clear view about the role of the principal, the study team interviewed the principal to identify any or all of the potential roles which had been suggested.

Teachers and counselors were interviewed as the primary recipients of staff development programs. Other school staff who had received staff development were also to be interviewed, when they were available. In general, the team attempted to interview four recipients of training per school, but could not always do so if a school had fewer than four participants, if scheduling conflicts arose, or if school personnel were absent.

Selecting Respondents

Selection of respondents within each of the above groups varied somewhat by district. Typically, school district central office personnel suggested the district administrators, trainers, and school principals. These individuals were named after we defined our limits for selection of schools, number of respondents, and other criteria of interest. In some cases, central office personnel also identified teachers, counselors, and other school staff; in others, principals made the selections while the study team was at the school site. We wanted a variety of participants from all programs and worked within time constraints and teacher availability to achieve this goal. Table 2.2 shows the types and number of interviews conducted, which were used as data for this report. In actuality, more interviews were conducted, but some were not included in this data base due to incompleteness or lack of pertinent information about staff development (as in the case of union representatives).

LIMITATIONS OF THE DISTRICT AND RESPONDENT SAMPLES

District Sample

The district sample was selected with two purposes: first, to be representative of the universe of acceptable desegregated districts as defined by the contract; second, to permit investigation of the effect of certain demographic characteristics of school districts on staff development for desegregation. As can be seen in Table 2.1, there are eight districts in each of the stage-of-desegregation categories, and a minimum of four districts in each of the school-size categories. The sample contains four districts with predominantly minority enrollment. The districts are distributed adequately by region for the purposes intended for this categorization.

Table 2.2

TYPES AND NUMBERS OF RESPONDENTS INTERVIEWED

Respondent	Number
District administrators: Superintendents, Assistant Superintendents, Desegregation Coordinators, Federal Projects Administrators, Directors of Staff Development	76
School board members	15
Community members	34
Trainers, both outside consultants and district staff who had conducted inservice training	75
Principals	75
Other school staff, primarily teachers and counselors, but about two percent being other school staff, such as secretaries and cafeteria workers	233
Total	508

The smaller number of predominately minority districts probably reflects the actual population of desegregated school districts in the regions studied. Predominantly minority districts are more often found in the South or in very large urban centers, most of which were eliminated from this study. The client required that the sample be selected outside the South and Southwest, and that very large school districts not be included. Although a special attempt was made to locate predominately minority districts with staff development programs in the acceptable region and size categories, no districts were identified in the categories of large size—earlier desegregation, or medium size—recent desegregation.

Finding desegregated districts with Hispanics as the predominant minority group posed a similar problem. Most of these districts are located in the Southwest, which was excluded from study. As a result, the sample contains only one district where Hispanics are the predominant minority, although Hispanics are part of the minority population in five other districts. Thus, the study is limited in its investigation of how district ethnic and minority composition influences staff development.

The sample is too small, of course, to permit rigorous statistical analysis. The report therefore does not go beyond identifying relationships derived from the literature and our knowledge of the staff development process in desegregated settings, and testing whether these relationships are consistent with the data. The findings and conclusions must be interpreted with caution.

Respondent Sample

The respondent sample was also selected with two purposes: to compare information and opinions about staff development among different role groups (e.g., principals, teachers, administrators) and to understand the position the role group have in the staff development process. The research team was generally satisfied with the number of interviews conducted (see Table 2.2). Appendix A provides a breakdown of respondent groups by district. For each respondent group, the num-

ber of interviews per district is not proportional to the size of that group in the district. As a result, this view of staff development is limited by a relatively small number of respondent interviews, and the data presented should be considered as suggestive of trends rather than conclusive of one hypothesis or another.

The fact that school-level respondents were not selected from secondary schools might limit the applicability of the research findings for school districts that serve only high school students. However, because the concentration at the elementary level did allow the research team to gather information about any district-wide inservice program in which elementary and middle school staff participated, any unified school district may accept these findings as applicable in a general sense.

The method of respondent selection, particularly in those cases where individuals were named by central office personnel, presents a potential response bias. For example, it is possible that district administrators or principals selected those teachers or other staff who were most favorable toward the staff development programs and thus would paint a rosy picture. In many cases, however, the respondents did not appear reluctant to criticize a district-sponsored program where they had problems.

INSTRUMENT DEVELOPMENT

A semistructured interview technique was employed to obtain needed information from district personnel. To assure that all interviewers covered the relevant categories of information for each respondent, they followed interview guides. The research team developed the guides for respondents in each of the role groups described previously: administrators, trainers, school board, community, principals and teachers, counselors, and school staff. No guide was developed for union leaders, but union-related questions were included in the administrator's guide.

Each guide consisted of a checklist for interviewer use. The checklists focused on four categories of information: a description of staff development programs; the planning process; the goals and outcomes of staff development, and a description of district desegregation characteristics. The questions within each category were tailored to the expected knowledge and expertise of each type of respondent. Accordingly, some questions were addressed to all respondents, while other questions were addressed only to actual participants in staff development programs. Copies of the interview guides are included in App. C. Interviewers pilot-tested these guides in three desegregated school districts that were nominated but not selected for the final sample.

DATA COLLECTION

The interviewers had a substantial background in elite interviewing prior to their selection for the study team, but additional preparation was necessary for uniform standards of data collection. Four days of interviewer training preceded the site visits; the purpose was to clarify methods of conducting the fieldwork, and to assure the uniform use of terms. Training included pairs of interviewers conducting trial interviews with school district administrators from local districts, trainers,

principals, and teachers. The interviewers then compared their interpretations of the responses to reach consensus and to enhance their ability to make judgments in the field. Interviewers also observed staff development programs in local schools, and heard a presentation about staff development in desegregated settings from active trainers.

Site Visits

Two-person interview teams visited each district for one week in the spring of 1979. Typically, both team members interviewed the superintendent, director of inservice, and other central office administrators, but split up to interview principals, trainers, other school staff, and community members. Most interviews were scheduled in advance of the site visit, but there was some flexibility to permit additional interviews when possible. Most of the interviews took 30 to 60 minutes. Between 30 and 50 interviews were conducted in each of the 16 districts visited. Standard procedures regarding informed consent were utilized in the interviewers' introduction. Interviewers assured the respondents that their remarks would be held in confidence, and that districts would not be identified by name. Both district and respondent cooperation with the study team was very high.

Interviewer Debriefing

Two days of debriefing with interview teams followed the fieldwork period, but preceded the completion of interview summary materials or case studies. During debriefing, procedures for summarizing interviews were reviewed and difficulties encountered by the interviewers in compiling interview data or writing case studies were discussed.

DATA ANALYSIS TECHNIQUES

Two strategies were employed to report and analyze data collected in the field sites. First, each interview team wrote a case study to summarize and report interview findings for each school district. These 16 case studies are collected by region (East, Midwest, West) and have been published as Rand Notes.[6] The case studies are purposely brief, and they follow a uniform outline for ease of comparison among districts. The outline covers a brief description of each district's locality and desegregation plan to provide a context within which the inservice training programs operate; an overview of the districts' major inservice programs; an account of the inservice planning procedures; and a discussion of the effects and outcomes of the inservice programs as determined through field interviews and the impressions of the field study team.

Second, information from each interview was summarized on standardized interview codesheets. This is a variation of a data-reduction strategy proposed by

[6]N-1251-NIE, N-1252-NIE and N-1253-NIE.

Lucas (1974) and utilized in several subsequent Rand studies.[7] The codesheets are similar in function and format to a structured questionnaire, but are not used in the interview setting. After the interviewers reviewed their field notes, they completed a codesheet for each interview. The study team developed separate codesheets for interviews with district administrators, principals, participants, trainers, and community and school board members. In addition, a summary codesheet, completed for each district, provided descriptions of all staff development programs encountered in the district interviews. Copies of the codesheets are included in App. B.

Completed codesheets were prepared for data processing and keypunched. Data analysis techniques are addressed to the study questions presented in Sec. I. Cross-tabulations and simple statistical methods for measuring degree of association were employed on codesheet data to make comparisons across districts and programs. Information from the case studies and interviews constitute the data bases for the findings and conclusions reported in Secs. III through VI.

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[7]See, for example, Crocker et al. (1976), and Kimbrough and Crocker (1978).

III. THE STAFF DEVELOPMENT PROCESS IN DESEGREGATED SETTINGS

The *process* of staff development in desegregated settings includes the activities in the district environment that influence the policymaking, planning, and delivery of inservice training programs. For the purposes of this research "process" includes an identification of the persons involved in the various activities and the roles of these persons within the school district.

Understanding the staff development process in the desegregated school district is important to policymakers for two reasons. First, in an era of declining enrollments and revenues, expenditures for programs must be justified more thoroughly than when money is plentiful. If policymakers at federal, state, and local levels continue to allocate monies to staff development, they should know what activities are provided for, and how those activities fit into the current organization of the school district. Second, if staff development is expected to provide solutions to desegregation-related problems, policymakers should know how staff development occurs. The demystification of the staff development process will help policymakers at all levels to understand how staff development can help to solve problems and how it cannot.

This section addresses two questions about the staff development process:

- What is the staff development process in desegregated settings?
- How do various actors influence the process?

THE STAFF DEVELOPMENT PROCESS IN DESEGREGATED DISTRICTS

Although it is difficult to generalize about the process of staff development for school districts that varied so widely, some common activities were observed among the 16 school districts. These activities are summarized in Fig. 3.1, which is intended as a framework for describing the staff development process in desegregated settings.

Most staff development activities in desegregated districts took place in this general manner, although certain programs with specific funding and audiences did not (e.g., Title I aide training; school nurse inservice programs). The exceptions are discussed later in this section. Each activity will be defined in the following pages, and descriptions from the fieldwork will be presented.

Determine Desegregation Goals

Prior to beginning a desegregation plan, school districts establish goals to guide the development and implementation of the plan and establish criteria for the type of staff development that will follow. The goals are usually set by the school board

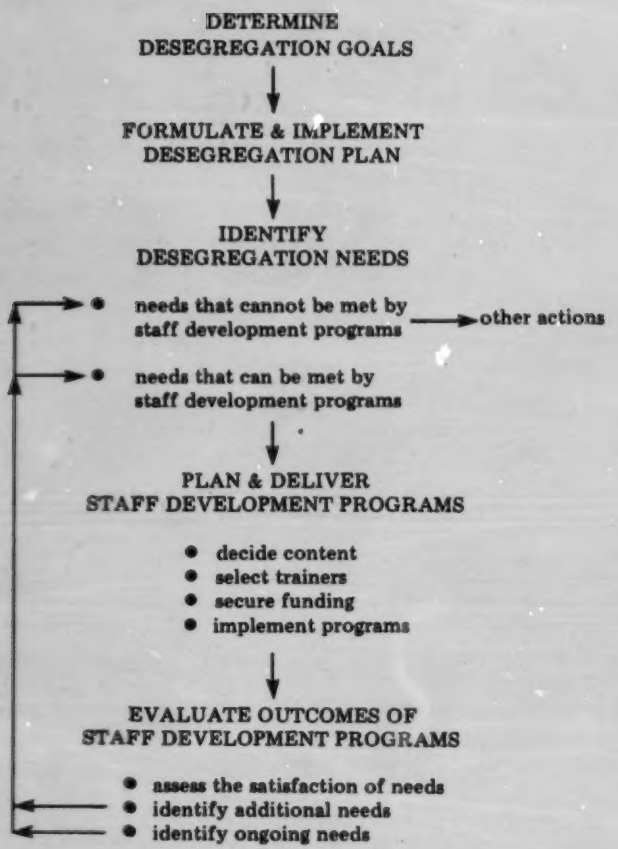

Fig. 3.1—A descriptive framework of the staff development process

and superintendent. Their endorsement by the school board makes them official policy.[1] In the districts we visited, the source of the mandate to desegregate seemed to influence the way goal statements were articulated. The degree of a district's commitment to goals and the manner in which it communicates them to district staff creates a climate that affects both desegregation and response to the staff development program. In the nine districts that had desegregation mandated by an outside agency,[2] goal statements seemed to focus on *minimizing the trauma or change* to be caused by desegregation. They often took the form of such statements as, "Our goal is to stay in compliance with Judge so and so's order." This sent a "minimum effort" message to staff members about the district's commitment to

[1]A survey completed by the Commission on Civil Rights indicated the importance of school board action in the establishment and support of desegregation goals (USCCR, *Reviewing a Decade of School Desegregation, 1966-1975*, January 1977).

[2]Such as a court, the office for Civil Rights in HEW, or the State Department of Education.

desegregation and the importance it attached to staff development for desegregation.

In the seven school districts that desegregated "voluntarily,"[3] that is, without an external mandate, goal statements focused on *maximizing the educational benefits* that desegregation would bestow on children. These statements were often articulated in such terms as "Our goal is to make the most of the tremendous cultural diversity our children bring to the schools." This sent an altogether different message to staff members, and put them in the position of "selling" desegregation as an educational advantage. These districts emphasized the importance of staff development for desegregation.

Of course, all districts pursue both types of goals to some extent. "Mandatory" districts instituted educational improvements at the time of desegregation, and "voluntary" districts also made statements intended to downplay the degree of trauma and change that desegregation would entail.

Formulate and Implement Desegregation Plan

The next step in the process includes the formulation of the desegregation plan, its acceptance or modification by the school board, the court, and other agencies, and its implementation.[4] The plans we encountered took a variety of forms, no two of them identical. In general terms, however, they took three forms (see Table 3.1):

1. Variations of school pairing or clustering, or both, accompanied by mandatory reassignment.
2. Reorganization of school attendance areas and school closing, accompanied by mandatory reassignment.
3. Voluntary transfer programs: often magnet programs or enriched programs.

The type of plan selected seemed to influence the timing of staff development activities. Districts that selected voluntary transfer programs usually took longer to implement their staff development activity than districts that relied solely on pairing or reorganization. Many of these latter districts compressed their staff development activity into a shorter time prior to the implementation of the plan. One possible explanation of this timing difference is that the creation of magnet or enriched schools, which were an integral part of the voluntary plans, required extensive preparation time to "work in" the necessary curricular changes. Plans that did not emphasize curricular changes did not require extensive staff development schedules.

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[3]Five of them did so in response to pressure from civic and political groups or the threat of litigation. Two districts apparently desegregated freely, without such pressure.

[4]The resulting racial balance varied considerably among the districts, depending largely on the percentage of minority students and the degree of racial isolation to be overcome. The objective in most districts was to achieve a racial distribution in each school approximating that of the general student population. However, this approximation was defined by some as $\pm$ 10 percent deviation and by others as $\pm$ 20 percent deviation.

Table 3.1

DESEGREGATION PLANS USED

District	Type of Plan		
	Pairing/ Clustering	Reorganization	Voluntary Transfer
Banton			x
Butler	x		
Carson	x	x	x
Dawson		x	
Edison	x		
Fenton	x		
Graham	x		
Harris	x	x	
Lamont	x		
Maxwell		x	
Mercer			x
Milner			x
Rustow		x	
Tarkum		x	
Verdun	x		x
Winslow		x	

Identify Desegregation Needs

Desegregation needs are usually identified at the time the desegregation plan is formulated. Some of these needs can be met by staff development, such as those that require an increase in teaching or counseling skills, or a change in staff attitudes and behaviors. Others cannot, such as those that call for moving students, changing administrative policies, or modifying school facilities. Meeting these needs requires other action, and their description is beyond the scope of this study.

Each district used different methods of identifying staff development needs, but some generalizations can be made. Administrators in 14 of the 16 districts believed there was a formal needs assessment process for determining staff development needs. The assessments ordinarily consisted of asking teachers, principals, trainers, and administrators what they would like staff development to include.

In the view of the study team, only 6 of the 16 districts really had a formal method of assessing or identifying needs. A "formal" method is one that is routinized, is clearly understood by trainers and administrators, and can be described by most district staff members. The 6 districts with formal methods typically used some form of questionnaire or other needs assessment instrument to determine instructional needs from teachers and principals, management needs from principals, and instructional, management and administrative needs from administrators. Alternatively, they employed a needs assessment team that conducted classroom observations and staff interviews to determine needs.

Administrators in all 16 districts reported that administrators, teachers, and principals were involved in the needs assessment process. In 5 districts, community members and students were also involved. In 12, administrators regarded themselves as the most influential group in assessing needs. The study team endorsed this assessment in each instance.

The staff development needs identification process may be difficult because desegregation-related problems, needs, and solutions are not clear-cut, and often depend on individual perceptions. Two examples from the fieldwork illustrate this point. In some districts, respondents with different jobs held different perceptions of desegregation-related problems, which affected their view of the needs requiring staff development. In these districts, some teachers believed that desegregation posed a threat to their physical safety, and that improved school security was vital if they were to function. Their administrators, however, often believed that the teachers would be less fearful if they had a staff development program to help them deal with their anxieties. In other districts, individuals perceived the same desegregation-related needs, but disagreed over whether staff development could resolve them. For example, two teachers or administrators in the same district might agree on the need for attitude change in assisting desegregation, but disagree on whether staff development could alter attitudes.

Both of these examples illustrate one of the key problems with needs identification: Different perceptions will emerge from any group of respondents. Although needs identification cannot completely resolve different perceptions, it is important to air those differences so that they can be resolved by other means. Failure to do so appears to be a key problem in staff development.

Plan and Deliver Staff Development Programs

Planning staff development programs entails using the information obtained in the needs assessment to decide content; selecting trainers who are knowledgeable about content and able to communicate their knowledge; securing funding from district or outside sources; and deciding the logistics of when and where programs will take place.

Delivery of the Programs Involves Implementing the Plans

We originally assumed that planning and delivery of staff development were distinct activities. We did so because we expected that the need for budget and fiscal planning would require school districts to plan their staff development activities, select trainers, and project the number of participants well in advance of the delivery of programs. In fact, we expected that the necessity to preplan much of the staff development program might make some programs obsolete by the time they were delivered, and render the entire staff development process unresponsive to needs identified at the time of the program's delivery.

As it turned out, our preconception was inaccurate. Planning took place in many different ways in the 16 districts. Five districts consistently planned programs in a way that could be differentiated from delivery. In these districts a specific person or group was responsible for program planning, which was accomplished prior to program delivery. These districts also had the most formal needs assessment practices, which preceded the planning activity. Only one district that had a formal needs assessment did not have a distinct planning phase. Table 3.2 illustrates the relationship between formal needs assessment and the planning and delivery activities.

Table 3.2

NEEDS ASSESSMENT, PLANNING, AND EVALUATION BY DISTRICT

District	Formal Needs Assessment?	Planning Distinct from Implementation?	Consistent Evaluation?
Banton	No	No	No
Butler	No	No[a]	No
Carson	No	No	No
Dawson	No	No	No
Edison	Yes	No	No
Fenton	Yes	Yes	No
Graham	No	No	No
Harris	Yes	Yes	Yes
Lamont	No[b]	No	No
Maxwell	No	No	No
Mercer	Yes	Yes	Yes
Milner	Yes	Yes	Yes
Rustow	Yes	Yes	Yes
Tarkum	No[b]	No[a]	No
Verdun	No	No[a]	No
Winslow	No	No	No

[a]A part of the planning activity is distinct from program implementation, but not in the majority of the programs.

[b]A formal process for needs assessment had been used, but not consistently.

The other 11 districts did not plan their programs consistently, and in some cases the programs appeared to be unplanned. It was not clear who had responsibility for program planning, or even if the planning activity was seen as separate from program delivery.

Whether planning and delivery were viewed as separate activities seemed to influence the order in which planning decisions were made and their relative importance. When planning was distinct from program delivery, decisions about content were made first, and then other details of planning were decided, such as trainer selection.

In the other 11 districts, the sequence and importance of other planning decisions seemed more haphazard; trainers were often selected for their influence or their ability to secure funding, and content was a secondary consideration. In some instances, funding availability dwarfed all other considerations; for example, a decision that funds were available to hold a program at a resort preceded any decisions about content or trainer selection.

The relationship suggested between needs assessment and planning appears to influence the delivery of staff development programs. Districts that had a formal needs assessment process also tended to have a coordinated implementation process for the delivery of staff development programs. Usually, a specific office or group was responsible for all programs. In the 10 districts with no formal needs assessment, responsibility for staff development activities was often handled by

more than one office or group within the district. In some cases, all desegregation-related staff development was scattered throughout the district. For federally funded programs, responsibility was delegated to an administrator for the particular federal program. This was especially true for training programs for ESEA Title I teachers and aides, school nurses, and in two cases for bilingual instruction.

In sum, two trends were observed in the process of planning and delivering programs and their relationship to needs assessment. In most districts, needs assessment, planning, and delivery of staff development were somewhat disorganized: There was no formal needs assessment; in many cases planning and delivery of staff development could not be distinguished from each other; it was often unclear who was responsible for planning various segments of the programs; and program delivery was not centrally coordinated. In five districts, needs assessment, planning, and delivery were well defined as separate activities: A formal needs assessment led to a fairly predictable sequence of planning decisions; decisionmakers and responsibilities were well known; and program delivery was centrally coordinated.

Evaluate Outcomes of Staff Development Programs

After the staff development programs are delivered, their outcomes may be evaluated. The evaluations assess program effectiveness in satisfying staff development needs; identify areas in which the program can be improved; and describe needs that are unmet or require continuing staff development support. Without evaluation, there is no way for decisionmakers to know if staff development programs meet their stated goals. Even with evaluation, decisionmakers must be very careful when determining whether the programs provide solutions to desegregation problems.

Although few would argue with those assertions, program evaluation was not employed consistently in most of the visited districts. Only four did so consistently. Ten districts evaluated most of their programs individually, but results were not always communicated to the decisionmakers. In these cases, evaluations were often completed by program staff or the trainers who had presented the programs. Two districts apparently did not evaluate their programs.

Most programs had some type of evaluation, then, but it typically consisted of a simple questionnaire that program recipients completed during the last meeting of the program. Trainers examined the questionnaire data, but rarely wrote formal evaluation reports that summarized their findings or reported the summaries to district personnel. Even if evaluations conclude that programs are effective, it is important to realize that the source of these assessments is mostly the completion of a pencil and paper instrument rather than any behavioral test or observation.

As mentioned earlier, most of the districts did not systematically conduct either needs assessment or planning for staff development. In districts without formal needs assessment, evaluations were rarely employed to design new programs or redesign old ones. Consequently, new programs were often described as "reinvention of the wheel."

As Table 3.1 indicates, four districts had consistently evaluated their programs. It is noteworthy that all four also used formal needs identification, which suggests

that they see a benefit from following their systematic approach in needs identification and planning through to evaluation. It also suggests that these districts offer a greater opportunity for learning how staff development programs influence needs for future staff development.

None of the districts made an overall assessment of the degree to which staff development programs had helped to solve desegregation problems. As a result, decisionmakers had no clear picture of whether their programs had contributed to successful desegregation.

This description of the process of staff development has identified five activities that are common to the 16 school districts visited. The research team found it interesting that none of the district characteristics such as size, ethnic composition, or stage of desegregation (see Sec. II) help to explain the presence or absence of external mandates to desegregate; the selection of a particular type of desegregation plan; the presence or absence of formal needs identification; whether planning and delivery are distinct from each other; or whether the programs are consistently evaluated. The presence of a systematic approach to the activities in the staff development process seems to be more of a district idiosyncrasy than a result of any other condition observed in the fieldwork. The next subsection describes the roles of actors in the activities of the staff development process.

THE ACTORS IN THE STAFF DEVELOPMENT PROCESS

In this study, "actors" are defined as the people involved in the various staff development activities described above. A "group of actors" is a group of people with similar positions in the school district, such as district administrators or trainers. Each group may play different roles in staff development. District administrators, for example, may make decisions about staff development without actually participating in any programs.

The following discussion is divided into two parts. The first part presents general characteristics (e.g., race, sex, experience) of each group of actors and a brief description of their role in the staff development process. For the purposes of these descriptions, respondent groups, such as principals, were pooled across the 16 school districts.

The second part further examines each group's role. In this analysis, data were aggregated within districts and the level of participation of various groups in different staff development activities was compared.

Characteristics of Actors

District Administrators. District administrators included Desegregation Coordinators, Superintendents, Curriculum Directors, Title I Directors, Federal Projects Directors, Human Relations Directors, and Staff Development/Training Coordinators. The majority of administrators were white (79 percent) and 68 percent were males. They seemed to be the single most influential group in determining the needs, planning, and delivery of staff development programs. This is not surprising, since they are the districts' decisionmakers.

Trainers. Of the trainers in the sample, 84 percent were district employees. This number is not necessarily representative of the universe of inservice trainers used by the districts, because time constraints prevented interview staff from travelling great distances to interview additional external consultants who had provided staff development. Most large, urban districts relied on their employees as trainers for staff development, while smaller, suburban districts often hired external consultants.

When they were district employees, trainers had been in their districts for an average of 12 years, and they had been trainers for an average of four years. They were predominantly white (64 percent) and males (57 percent), although they were somewhat more racially and sexually integrated than the district administrators. Their range of influence and responsibility for staff development varied from district to district.

Trainers hired from outside the district were from State Departments of Education, private consulting firms, university Schools of Education, or employees of other school districts. The trainers' position seemed to influence their role in the staff development process and their degree of involvement with planning. Trainers who were also employees of other school districts tended to have little influence on the overall staff development program. Several saw themselves as short-term resource persons who were sought by the district to run a specific workshop. They had little involvement in the identification of needs, and were directly responsible for planning only the segment of training they ran. Training tended to be a "moonlighting" activity for them, rather than a primary source of income. Perhaps as a consequence, they tended to participate in short-duration staff development activities (three meetings or fewer).

In contrast, university-based trainers and state specialists often participated in long-term training activities (multiple meetings over an entire school year in many cases). Training was their primary profession, and they usually sought the district as a client. They were often involved in assessing needs and reviewing the total staff development program. Trainers from private consulting firms were involved in both short-term and long-range activities.

Principals. The principals interviewed were also predominantly white (75 percent), male (75 percent), had been employed by their districts for an average of 15 years, and had been principals for an average of five years. Almost all (97 percent) had participated in a desegregation-related staff development program, and half (52 percent) had been involved in planning a program for their schools.

In two districts, principals were the primary decisionmakers regarding content and implementation of staff development programs. In one of them, the board had even put the disposition of budgets allocated for staff development at the principal's discretion. In eight other school districts, the principals acted as auxiliary trainers by receiving information from district administrators or trainers, and passing the information on to staff members.

Many principals regarded themselves as the natural organization point for staff development activity, because they believed that they were more aware of staff development needs than other actors. Since the role of the principal in the staff development process was not well defined in most districts, it is difficult to assess how they were utilized. We noted, however, that those principals who assumed leadership roles for staff development believed inservice was important for the

school and felt they could make a contribution. Principals who doubted the value of staff development or the contribution they could make did not assume leadership roles, regardless of the amount of autonomy granted to the principal for staff development decisionmaking.

Other School Staff. Of the school staff interviewed, 84 percent were teachers, although some counselors, reading specialists, and school social workers were also interviewed. Because only 4 of the 233 participants interviewed were members of the school classified staff, such as custodians, cafeteria workers, and secretaries, this discussion will pertain to instructional and counseling personnel. Fully 77 percent of school staff members interviewed were female, and approximately 75 percent were white. They had been employed by the district for an average of nine years.

Although all of the individuals in this group received staff development, only 38 percent had ever participated in planning any staff development program. Most of the respondents did not appear to be interested in planning, and seemed content to limit their involvement to attending programs. Many said that they had enough to do without planning staff development, and believed that special inservice would be available if they requested it. They were concerned that staff development was often irrelevant to their needs, but few felt that their own involvement in planning would alleviate this problem.

Community Members. The community members interviewed represented organizations such as the PTA, National Conference of Christians and Jews, and various community groups. Approximately 50 percent were white, 93 percent were female, 35 percent had been employed by the district in some capacity (usually as an aide), and 79 percent had participated in some staff development as a representative of their organization.

Community organizations did not have a uniform effect on the staff development process, but some members believed that their organization could influence the process through public opinion. They were not knowledgeable about the total staff development program of the districts, but they had specific ideas about the staff development needs they perceived. In general, they had few channels to communicate those needs, although some organizations had influenced specific programs by persistent, vocal requests to administrators and principals.

School Board Members. Since school boards have the governing responsibility for school districts, their role in the staff development process is potentially very important. The study team interviewed 15 board members in 11 districts. Board members indicated that board involvement in staff development ranged from none at all to determining the content and direction of inservice programs. According to 75 percent of board members, however, the only function of the board as a group was to appropriate staff development funds or to approve expenditures once funds were received. Of the board members we interviewed, 80 percent also participated in some staff development program.

Teacher's Union Leaders. The elected representative of the dominant union was interviewed in 13 of the 16 districts. In most of these districts, the union did not have strong involvement in staff development, although they all indicated a strong interest in professional growth. In two instances, the union leadership had some involvement in the planning or policymaking for staff development, but for the most part they considered themselves outside the staff development process.

Who Controls Staff Development Decisions?

The control of staff development decisions was not uniform across districts. Table 3.3 presents a summary of the actors' involvement in the staff development process. The information sources for this summary are case studies and interview data, which were aggregated by district. The terms *always, usually, sometimes, seldom,* and *never* describe the incidence of each staff development activity in the school districts. *Usually* means that actors were involved in a particular activity in 12 or more of the districts. *Sometimes* indicates respondent involvement in about half of the school districts. *Seldom* means that 5 districts or fewer had respondent involvement in that category. *Always* and *never* are used as absolute terms.

Table 3.3

SUMMARY OF INVOLVEMENT OF ACTORS IN STEPS OF THE STAFF DEVELOPMENT PROCESS

	Type of Involvement in Staff Development Process				
Category of Respondent	Needs Assessment	Program Planning	Program Delivery	Recipient of Training Programs	Evaluation
District administrators	usually	usually	usually	seldom	sometimes
Trainers					
Inside	always	always	always	—	usually
Outside	sometimes	always	always	—	usually
Principals	sometimes	usually	sometimes	usually	sometimes
Other school staff					
Teachers	usually	sometimes	seldom	always	usually
Counselors	usually	sometimes	seldom	always	usually
Community members	seldom	seldom	seldom	usually	seldom
School board	seldom	seldom	never	usually	seldom
Union leaders	seldom	seldom	never	seldom	seldom

In the 16 school districts, the central administrative office, with general policy guidance from the school board, established the desegregation goals and staff development policy. Since no other group of actors was involved, these activities are excluded from Table 3.3.

Staff development needs assessment and planning decisions seemed to be controlled at the central office level, although programs were implemented throughout the districts. In some cases, this central office control was pragmatic: It was more efficient to control expenditures in a centralized fashion. In other cases, this control was motivated by the view of central office administrators that they knew best where staff development was needed and they had the appropriate contacts to obtain any additional input. Since most districts controlled staff development from the central office level, it is difficult to identify any specific consequences for the staff development process.

In 12 districts, the central office level finalized planning concerns, such as decisions about the subject matter of staff development programs, the methods of training delivery, and the selection of trainers. In most cases, trainers and principals provided input to those decisions. Teachers were less frequently involved in the planning process, although the extent of teacher involvement varied widely. Community members, the school boards, and union leadership were the least involved. Although school board members in 9 districts indicated some participation in planning staff development, they were not mentioned in the descriptions of planning process for 14 of the 16 districts.

Staff development in four of the school districts was not controlled at the central office level. In two of these districts, planning decisions were made at the local level. The decisions were subject to ratification by the district's central office, but the principal decided whether or not the teaching staff would contribute to planning the programs. The other two districts had a policy board that governed the staff development program. These boards were composed of teachers and administrators, with teachers predominating in membership. However, the school district administration had final authority in decisionmaking.

Primary responsibility for program delivery rests with trainers. In 14 of the districts, principals and administrators had functioned as trainers. Teachers or community members acted as trainers in only 5 districts, and school board members and union leaders never did.

Evaluations were conducted in such a variety of ways that it is difficult to generalize about the actors' roles. It appears that trainers and participants were usually involved in the evaluation process (if there was one). Sometimes district administrators and principals were involved, but their roles were very different. Principals were asked either to rate the effectiveness of programs they had participated in or to conduct evaluations of training they had delivered. Administrators were involved in evaluation only when they received results.

SUMMARY

This section has described the process of staff development, and the people involved in the process.

Prior to developing staff development programs, school districts articulate goal statements, which affect the character of staff development. The plan itself may also affect the subject matter and timing requirements for staff development. For example, plans calling for extensive revisions of the school curriculum will require curriculum-oriented staff development and may require more time for staff development activity than will plans that do not include extensive curricular changes.

Needs identification for staff development programs may be formal or informal, but mechanisms found in 10 districts allowed the districts to monitor and adjust their programs as necessary. Formal mechanisms can also alert decisionmakers to the fact that there may be disagreement about needs. Planning is an outgrowth of needs identification; districts with formal needs identification activities tended to have a clear sequence for program planning and to identify planning as the responsibility of a specific individual or group.

Four districts consistently evaluated their staff development programs. Evalu-

ation of the programs allows decisionmakers to know how effective the programs were, how they needed improvement, and what areas of continuing staff development support existed. Evaluations were generally completed for individual programs by the trainers who provided the program, and may or may not be reported back to decisionmakers. If there is no formal process of needs identification, there is no place where evaluation results can be used, and districts seem to "reinvent the wheel" in subsequent programs. Because the four districts that consistently evaluated their programs had a formal needs identification activity, it is likely that their new programs will be conscious improvements over past programs.

Decisionmaking on staff development programs is largely controlled at the central office level. District administrators are the most influential in needs identification, program planning, and program delivery. Trainers always have some responsibility for planning the program and, depending upon their position within the district, may have a key role in needs identification. Principals' role in the staff development process is not consistent, but usually they are included in program planning and as recipients of training. Teachers and counselors are the role groups to whom most staff development is targeted, and they are usually consulted in the needs identification and program evaluation stages, although they are not typically the key decisionmakers. School board members, union leaders, and community members have very little involvement in the staff development process.

IV. CHARACTERISTICS OF STAFF DEVELOPMENT PROGRAMS IN DESEGREGATED SETTINGS

The *program characteristics* of staff development describe the inservice courses in the 16 districts. Characteristics include the subject matter covered by the courses, whom they were targeted to, and their format and duration. This section also describes the distinctions between programs that were regarded as desegregation-specific and more general staff development programs; it also discusses relationships between program characteristics and district characteristics such as size, stage of desegregation, and ethnic composition, and describes areas of program improvement.

A description of program characteristics is of value to policymakers at the federal level because the federal government provides a great deal of money for staff development activities. Even though they provide support, and even though federal guidelines often dictate program characteristics, federal policymakers are isolated from the districts and seem to have no overall picture of the staff development programs they support. They also have no clear sense of what proportion of staff development programs in a given district receive federal support, compared with the proportion receiving financial support from the district.

Federal policymakers who provide funds specifically to assist desegregation have an interest in knowing if those funds are actually spent for staff development that is perceived as being desegregation-specific. Since the amount of federal and state funding is seldom equal to the demand for staff development assistance, policymakers have an interest in knowing what alternative funding sources districts use.

Local administrators have an interest in comparing their staff development programs with those of districts that have demographic characteristics similar to their own. This information may provide a perspective on how their needs may be similar or different, and may suggest alternative subject matter or design for programs they may be planning.

The study team considered the following questions about the characteristics of staff development programs in desegregated settings:

- What is the subject matter of staff development in desegregated settings?
- What are the format, duration, and funding sources of the programs?
- How do desegregation-specific staff development programs differ from those that are not considered desegregation-specific?
- What bearing do district characteristics such as ethnic composition, stage of desegregation, and source of the mandate to desegregate have on program characteristics?

THE SUBJECT MATTER OF STAFF DEVELOPMENT PROGRAMS

Data on 142 different staff development programs were collected from the 16 districts. As described in Sec. I, a *program* is an identifiable inservice course delivered or contracted by a school district for its employees. Some programs cover only one subject, others several. To indicate the relative frequency of subject matter areas that the programs covered, the interview team broke down each program into its constituent subject matter components. Table 4.1 lists these components, the number of districts that reported them, and the percentage of the 142 programs that contained each component. The definitions presented here are intended as descriptions of district views of their staff development programs.

Table 4.1

FREQUENCY OF PROGRAM COMPONENTS

Subject Matter Component	Number of Districts Reporting	Percent of Staff Development Programs Using This Component
Human Relations	16	46
Multicultural	15	39
Curriculum	15	33
Conflict Management/Discipline	14	26
Community Participation	10	29
Orientation to Desegregation	11	21
Organization Training	5	18
Basic Skills/Cognitive	6	14
Basic Skills/Affective	8	26
Personal Development	5	13

Human Relations include race relations, communications, improving classroom climate, developing student self-awareness, and school-community relations. The programs of all 16 districts included this component. *Multi-cultural Education* components attempt to promote knowledge and respect for differences in values, traditions, and behavior of various racial and ethnic groups. *Curriculum* components provide some guidance to teachers in instructional management, incorporating new materials, methods, and concepts into the school curriculum. *Conflict Management* and *Discipline* program components address such topics as student behavior in the desegregated setting, developing appropriate discipline standards, and classroom management. *Community Participation* components address teaching school people to involve parents and community groups with the school, and often include members of the community as participants. Of the 142 staff development programs, 95 percent contained at least one of these five components.

The other program components listed in Table 4.1 were much *less* frequently encountered than the first five. Typically, each district would choose one or more of the "basic five" components, and then select components from one of the following five areas: *Basic Skills* components provided a new approach with more emphasis on the teaching of either the *cognitive* (emphasizing the traditional 3 R's) or *affective* areas (emphasizing the feelings, learning style, and emotional growth of

the learner). *Orientation to Desegregation* components provided information for enhancing implementation and acceptance of a district's desegregation plan. *Organizational Training* components familiarized staff with the district's purposes and goals, its administrative and instructional interrelationships, and dynamics of staff communication. *Personal Development* components provided skills that were not directly related to the day-to-day job activities of the participant (e.g., subjects such as guitar, yoga, or foreign language lessons).

Staff development designed to prepare teachers and staff to work in a *bilingual* program was encountered in only five programs in three districts. These data are included in the *multicultural* program category.

How Subject Components Combine to Form Staff Development Programs

As Table 4.2 illustrates, several subject matter components are almost always combined with others, while others are combined less frequently. This is partly because of the high degree of interpendent subject matter covered in Human Relations,[1] Multicultural, and Conflict/Discipline programs. Another reason for the combination is that subjects dealing with racial issues, such as Human Relations, are often more difficult to teach or more threatening to participants. They are difficult to teach because they are highly value-laden: there are no widely accepted norms for "good" human relations. As a result, the norms on which a given program is based may not be acceptable to the attendees. The reason they can be threatening is that no one wants to be told that he or she has "bad" human relations, particularly when there are no accepted standards for "good" human relations. Nonetheless, most districts agree that human relations training for staff in desegregated settings is important.

Districts respond to the problems of threat and the interdependence of subject matter by combining staff development in more subjective areas such as Human Relations, Conflict Management and Community Participation with more behavioral or informational areas such as Curriculum, Basic Skills, Multicultural, and Orientation to Desegregation. The fieldwork team saw this situation in a majority of the 16 school districts. The use of this strategy avoided the common criticism of programs that focus on human relations alone—that such programs are too value-laden and not practical enough.

THE TARGETING OF STAFF DEVELOPMENT PROGRAMS

The majority of the programs were targeted to teachers, although principals often attended the programs. Administrators seldom did so unless they were trainers or facilitators. Only five of the programs were specifically targeted to administration or to a combination of administrators and principals.

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[1]This interdependence means that it is difficult to talk about one of these subjects without touching on the others. As a result, the terms cannot denote clear-cut or analytically crisp curriculum components.

Table 4.2

COMBINATIONS OF PROGRAM COMPONENTS

Component	(n)	Percent of Programs Using This Component in Combination With Others	Most Likely Accompanying Component(s)
Human Relations	(66)	90	Multicultural, Conflict/Discipline
Multicultural	(39)	87	Human Relations, Curriculum
Curriculum	(47)	57	Human Relations, Multicultural
Conflict Management/ Discipline	(37)	84	Human Relations, Discipline, Multicultural
Community Participation	(18)	88	Human Relations, Curriculum, Multicultural
Orientation to Desegregation	(17)	88	Human Relations
Organizational Training	(9)	55	—
Basic Skills/Cognitive	(11)	55	Curriculum
Basic Skills/Affective	(19)	58	Human Relations, Basic Skills/Cognitive
Personal Development	(8)	37	Human Relations

THE FORMAT OF STAFF DEVELOPMENT PROGRAMS

Of the 142 programs, 100 (70 percent) combined lectures with workshops and small group discussions. One or more speakers lectured on the subject(s) of the course for the first part of the program. The attendees then typically divided into groups and worked on projects, or discussed the applications of the presentation to their own situations. At the conclusion of these sessions, the small groups sometimes reconvened to report the results of their discussions or demonstrate their projects to the whole group.

A total of 39 programs (27 percent) used laboratory settings in which attendees observed trainers in demonstration lessons or classroom situations. The attendees then asked questions or role-played the behavior that had been demonstrated in an attempt to adopt the lesson for their own teaching repertoire. Format was not specified for three programs.

The districts offered 12 inservice programs to train their personnel to be inservice trainers. As districts desegregated, many of them trained teams of human relations specialists, who in turn held training programs for one or more school faculties. Other districts trained curriculum or subject area specialists for each school and entrusted them with the training of personnel at the building level. These programs were typically combined lectures and discussion. Seven programs were teacher centers,[2] which utilized lecture/discussion workshop or laboratory methods as the subject and number of attendees made practical.

[2]Teacher centers are provided a more individualized form of staff development than conventional programs. See Carney (1979) for a description of the literature on teacher centers.

DURATION AND FOLLOWUP

Over half of the programs (55 percent) lasted one day or less. Another 27 percent lasted from 2 to 10 days, and 15 percent lasted longer than 10 days. Many of the one-day courses covered topics in subject matter areas of the curriculum or orientation to desegregation. Since these courses were very specific and well defined, their short duration provided just enough time to present the material, acquaint the teachers with its use, and ask for questions. This short presentation was regarded by trainers as most appropriate for the lecture/discussion/workshop format described above.

Other programs treated subjects in more depth or detail, and they tended to be of longer duration. In these cases, the staff development program often presented subject matter that required attendees to depart from or adapt their current practices. These programs varied in format, and were also likely to employ followup sessions, where trainers met with attendees after the main part of the program had been concluded. The purpose of these followups was to review the material presented, and to encourage teachers to use the new techniques or approaches. About 36 percent of the 142 programs had some followup.

PROGRAM FUNDING

Funding for staff development programs comes from a variety of sources, as indicated by Table 4.3.

Table 4.3

FUNDING SOURCES FOR STAFF DEVELOPMENT PROGRAMS

Source	Number of Programs[a]	Percent of 142 Programs Receiving This Funding
District	63	44
ESAA	58	41
Title I ESEA	17	12
State	15	11
Title IV CRA	12	8
Other	12	8

[a]Column totals to more than 142 programs because 35 programs (about 24 percent) indicated more than one funding source.

As the table indicates, school districts provide funding for more programs than any other source. The *combined* federal sources (ESAA, Title I ESEA, and Title IV CRA) provide funding for 61 percent of the programs in the districts sampled. It is important to note, however, that some externally funded programs may require supplementary district funds, partly because of federal matching requirements and partly because some grants are only large enough to pay for consulting fees for trainers. In these cases, the school district typically picks up the cost of any stipends

or substitute expenses if the program is offered during the school day, as well as any cost for the facility the training is held at, travel, refreshments, and supplies. These expenses can be substantial, often exceeding the cost of the trainer's fees.

DESEGREGATION-SPECIFIC STAFF DEVELOPMENT AND OTHER STAFF DEVELOPMENT: AN EXAMINATION OF THE DIFFERENCES

Most school districts engage in both desegregation-specific and more general staff development. Desegregation-specific development is expressly intended to support the desegregation program. Although all staff development may be regarded as contributing to the success of desegregation, desegregation-specific programs are those that were developed in response to actual or anticipated needs arising from desegregation.

Of the 142 programs described in the fieldwork, 95 (67 percent) were considered desegregation-specific (DS) and 40 (28 percent) were considered nondesegregation-specific (NDS). Seven programs (5 percent) could not be categorized by the interviewers.

The decision on whether a program was to be regarded as DS or NDS was made in the field by consensus among the interviewer team, and was based on three criteria:

(1) The relationship between the subject matter of the program and the actual implementation of desegregation;
(2) The extent to which the program was developed as a response to one or more district desegregation goals; and
(3) The degree to which attendees considered the program to be an important part of their desegregation preparation.

DS staff development differed from general staff development in subject matter, format, duration, and funding sources. These distinctions are addressed below.

Differences in Subject Matter

Table 4.4 indicates the frequency with which subject matter components occurred in DS and NDS programs.

As the table indicates, DS programs most often included Human Relations, Multicultural, Curriculum and Conflict/Discipline components, while NDS programs most often included Curriculum and Basic Skills components. Table 4.4 also reveals that both DS and NDS categories had programs that included more than one component. That was especially true for DS programs: 95 DS programs reported a total of 208 components (for an average of 2.2 components per program), while 40 NDS programs reported a total of 45 components (for an average of 1.1 components per program).

The orientation of subject matter components in DS programs may result in participants being bombarded with a great deal of material in an area that is very speculative, somewhat personal, and subject to interpretation. Several components,

Table 4.4

FREQUENCY OF SUBJECT MATTER COMPONENTS IN DESEGREGATION-SPECIFIC AND NONDESEGREGATION-SPECIFIC PROGRAMS

Subject Matter Component	Number of Programs With This Component	Percent of Programs Using Component[a]	
		DS	NDS
Human Relations	65	64	10
Multicultural	38	38	5
Curriculum	45[b]	30	37
Conflict Management/Discipline	37[b]	34	13
Community Participation	18	15	10
Orientation to Desegregation	17	18	—
Basic Skills/Cognitive	10[b]	3	15
Basic Skills/Affective	19	12	20
Personal Development	8	5	7

[a]Column totals to more than 100 percent because many programs included more than one component.

[b]One or more of the programs that included this component could not be classified by the interviewers.

occurring more often in DS programs, appear directed to modifying participants' *attitudes*, such as those about race and culture. NDS program components are directed to modifying participant *behavior*, such as the adoption of a new textbook or curriculum. This focus on attitudes, the degree of value-laden content, and the resultant need to combine DS components with components which are viewed as value-neutral, makes it very difficult to discuss the content of DS programs in any comparative way. Each district had its own strategy for delivering DS staff development which they believed reduced the difficulties inherent in the subject while maximizing the benefits. Several of these strategies focused on "packaging" the DS program so that it did not clearly depart from the more "neutral" NDS content until the trainees were already committed. Other packaging strategies called for developing one giant program that was intended to resolve all of the desegregation-related issues at one time. From the interviewer's point of view, neither approach was completely satisfactory.

The distinctions between DS and NDS programs provide some intriguing indications of the type of subject matter people in school districts associate with school desegregation. Most, but not all, Human Relations and Multicultural courses are desegregation-specific. This finding runs counter to popular perceptions of these subjects as inextricably connected to desegregation. Another intriguing finding is the high number of Conflict/Discipline components in DS programs. In most of the districts, respondents indicated that their needs for more staff development in these areas were the result of changes in student attitudes toward authority figures in recent years. They felt that all students had been influenced by these changes, and that desegregation *per se* did not really make them any more pronounced, but that desegregation increased the potential for trouble if teachers handled classroom discipline poorly.

Differences in Format

DS and NDS programs did not differ markedly in format. The major difference is that DS programs more frequently use laboratory settings that focus on modeling teacher classroom behavior. This may be because the value-orientation of the subject matter associated with DS staff development cannot easily be modeled or role-played, and therefore does not lend itself easily to demonstration teaching.

Differences in Duration and Followup

On average, the DS programs were somewhat longer than NDS programs, apparently for two reasons: they were slightly more likely to have followup, and they had slightly more training sessions (excluding followup). This moderate discrepancy in length may be attributable to the availability of external funding for DS programs, and the requirement of several federal program officers that programs they funded should have followup.

Differences in Funding

Table 4.5 compares the funding of DS and NDS programs, and makes two major points. First, both DS and NDS programs receive a substantial amount of support from the school district: 41 percent of DS and 53 percent of NDS programs. This suggests that school districts are committed to providing staff development. Second, Title IV and ESAA, the federal funding sources that support desegregation, are usually used to fund DS programs. Only 13 percent of the programs funded by ESAA were judged to be NDS.

Table 4.5

FUNDING SOURCES FOR STAFF DEVELOPMENT PROGRAMS

	Percent of Programs Receiving Funding from Source		
Funding Source[a]	DS (n = 95)	NDS (n = 40)	Combined (n = 142)[b]
ESAA	50	13	41
Title IV CRA	13	—	8
Title I ESEA	13	10	12
State	10	15	11
District	41	53	44
Other external	5	17	8

[a]Overall, 34 programs had more than one funding source, of which 30 were DS. As a result, column totals exceed 100 percent.

[b]7 programs could not be classified by the interview team.

Although ESAA and Title IV are the dominant sources of federal funding for DS programs, 12 of the 17 programs funded by Title I ESEA[3] were judged to be DS. This may be because desegregation is viewed partially as a compensatory program, but the most important reason is probably that Title I provides funds that are largely discretionary. That is, they can be used as the entitled schools choose.

DS programs, then, tend to be funded by federal sources more often than NDS programs. The availability of federal funds may be a factor in the somewhat longer duration of DS programs. This distinction in length appears to result both from federally imposed guidelines on program duration and from the freedom that outside support provides districts to plan programs extensive enough to address the needs of staff members. DS program content is often "packaged" so that it will not alienate staff members before the program begins. DS programs are directed to very interdependent and sensitive topics that are more dependent on staff attitudes than NDS programs, so they may have difficulty in addressing the subjects in a way that staff members will find acceptable and useful.

THE RELATIONSHIP OF DISTRICT DEMOGRAPHIC CHARACTERISTICS TO PROGRAM CHARACTERISTICS

District Size

Of the 142 programs identified, 53 were in the 6 districts with student enrollments under 15,000 ($\bar{x}$ = 8.8/district); 45 were in the 6 districts with student enrollments between 15,000 and 30,000 ($\bar{x}$ = 7.5/district); and 44 were in the 4 districts with student enrollments over 30,000 ($\bar{x}$ = 11/district). Although the differences were not consistent, large districts had more programs than small or medium-sized districts. This may be because they can mobilize more resources to devote to staff development or because they have more staff members with a broader range of staff development interests and needs.

There were no apparent distinctions between size and subject matter, format, duration or funding of the staff development programs.

District Ethnic Composition

District ethnic composition was not related to the number of programs or to any program characteristic other than subject matter. This exception is with *multicultural* subject matter components, which were markedly less common in districts with more than 45 percent minority students. This may be because such districts began their multicultural programs several years ago, and these programs were not described by district personnel because they took place long ago. Alternatively, there may be little pressure for multicultural programs in heavily minority districts because of a low degree of perceived need. A third possibility is that multicultural education represents an attempt to appease minority-group needs for power

[3]Title I ESEA is the largest federal compensatory education program. It provides funds to schools that have high percentages of low SES students. These funds can be used in a variety of ways to improve the quality of education; decisions about their use are made at the local level.

in school districts where they are the *numerical* minority. When they become the numerical majority, the school district may not feel the need to provide symbolic support for the power of ethnic minority groups.

Stage of Desegregation

The cumulative nature of the desegregation process requires that special care be taken to understand how districts change their staff development programs as desegregation becomes older. Stage of desegregation does not appear to influence program format, duration, or followup, or the number of programs in a district. The field notes indicate that school districts seem to concentrate most of their Human Relations, Multicultural, Community Participation, and Conflict/Discipline components around the time of desegregation. These components seem to dominate all staff development activities for one to three years. After desegregation becomes an accepted part of operations in the district (about the third year), the focus in staff development shifts to basic skills, curriculum, and other training programs. As a result, the focus of inservice subject matter components appears much more diffused in districts that desegregated early (from 1970 to 1975) than in districts that desegregated recently (since 1975).

A relatively high percentage (24 percent) of the programs in recently desegregated districts focus on the Conflict Management and Discipline components; the figure for districts that desegregated earlier is only 11 percent; these districts lay more stress on curriculum and cognitive skills (56 percent versus 31 percent).

The emphasis on Conflict/Discipline in recently desegregated districts may be interpreted in two ways. First, the context of education has changed over the past 10 years, and the staff development needs of teachers have changed accordingly. The Conflict/Discipline emphasis appears to be the result of greater staff concern over safety, discipline and security on school campuses. Second, although desegregation *per se* does not seem associated with increased security or discipline problems, school staff members appear to believe that the consequences of poor security and discipline are much more disastrous in the early period of desegregation. They appear to see Conflict/Discipline programs as necessary for all teachers in the current educational setting, but urgently needed for teachers in newly desegregated districts. More recently desegregated districts have both the urgent need for the programs and the external support to pay for them. Districts that desegregated earlier, between 1970 and 1974, may think that Conflict/Discipline staff development is a good idea, but not urgent, since the first phases of desegregation are over for them. They also may not have the available external support to pay for the programs.

SUMMARY

The components of staff development programs in the 16 desegregated school districts varied widely, but the ones recurring most frequently were Human Relations, Multicultural, Curriculum, Conflict/Discipline, and Community Participa-

tion. They were usually combined in various configurations to produce programs adapted to district needs.

The format of the programs was most commonly a combination of lectures and small group discussions or workshops, although some laboratory settings were used.

Most of the programs were short, with little or no followup. Many of the subjects covered do not necessarily require followup, if they are primarily informational and not specifically designed to help participants make major modifications in the school's operation or their own teaching style.

It appears that desegregation-specific and nondesegregation-specific programs differ in certain key respects: subject matter, duration, and funding sources. DS staff development is likely to focus on Human Relations, Multicultural, Conflict Management, and Orientation to Desegregation. NDS staff development is likely to focus on Curriculum. DS programs are slightly longer than NDS programs. NDS programs are somewhat more likely to be funded by the districts, while DS programs are more likely to receive federal funding, possibly because more federal funding is available for DS programs.

Districts with large student populations (over 40,000) have somewhat more staff development programs than smaller districts, but district size does not seem to be related to program content. Ethnic composition seems related to the presence or absence of Multicultural components: Districts with over 45 percent minority student enrollment have fewer Multicultural programs.

The stage of desegregation seems to be the most influential of the district variables in determining program content. It appears that districts that desegregated recently (since 1975) are currently offering somewhat more desegregation-related staff development, and tend to emphasize Conflict Management and Discipline components more than districts that desegregated prior to 1975.

V. DISTRICT PERCEPTIONS OF STAFF DEVELOPMENT

In this study, respondent perceptions about staff development fall into two categories: "needs" and "outcomes." Each is discussed below.

Information on perceptions about needs and outcomes is important for policymakers at all levels. District administrators and school board members require it because they are responsible for deciding on programs and allocating resources to pay for them. Without information about the effectiveness of past programs and knowledge of how they could have been improved, new programs may not be improvements over old ones. Trainers and administrators also need outcome information to help them plan and design new programs. Federal policymakers may be interested in individual program outcomes in order to design funding guidelines that serve district needs while they meet the federal program's original objectives. These people need to know how long districts need funding for desegregation-specific staff development assistance and how staff development contributes—or fails to contribute—to successful desegregation. Teachers, principals, and community members may not have decisionmaking responsibility or authority for allocating resources or planning programs, but they will want to know what outcomes to expect from staff development programs in general and how outcomes of the individual programs described in this report differ from those they have experienced.

These needs led to the development of the research questions addressed in this section:

- What needs for program improvement were identified?
- What needs for additional staff development exist in the districts?
- How do various actors in school districts rate the effectiveness of staff development programs?
- How does staff development contribute to successful desegregation?

PERCEIVED NEEDS

Areas of Needed Program Improvement

Perceived needs for program improvement may relate directly to the quality of the program, to its duration, to the amount of planning or coordination necessary to make it run smoothly, or to the quality of the trainers. Other improvements relate indirectly to the quality of the program, such as the amount of money allocated for it, or the number of participants to whom it was targeted. These improvements may be identified by a program evaluation, but usually are not reported in any systematic way. In this study, interview teams asked trainers and the recipients of training how each of the programs could have been improved. Interviewers summarized the program improvement information and reported a

single list of needs for each of the 142 programs. These needs are listed in Table 5.1.

Further analysis revealed that the incidence of certain needed improvements was associated with program characteristics (e.g., subject matter and DS or NDS status), district characteristics (e.g., stage of desegregation), and steps in the staff development process. The results of these analyses are presented in the following three subsections.

Table 5.1

SUMMARY OF NEEDS FOR IMPROVEMENT

Need	Number of Programs	Total Percent[a]
No improvement needed	21	15
More time	29	20
More money	23	16
More planning	20	14
More coordination	19	13
More attendees	16	11
More followup	12	8
Better trainers	7	5

[a]Totals to more than 100 percent because a few programs indicated more than one need for improvement.

Program Characteristics and Needs for Improvement

The format or duration of programs was not related to any particular needs for improvement. Programs with *curriculum* and *basic skills/cognitive* components had less need for improvement than other components (t_b = .162 and .176, respectively, significant at the .01 level).[1] NDS programs also tend to be identified with fewer needs for improvement than DS program (t_b = .144, significant above the .05 level).

District Characteristics and Needs Improvement

District size or ethnic composition was not related to any perceived need for program improvement. However, programs in "older" desegregated districts indicated fewer needs for program improvement than did "recent" districts (t_b = .200, significant above the .01 level). When "older" districts did indicate a need for program improvement, they were more likely to indicate needs for more money than "recent" districts (t_b = .230, significant above the .01 level). This implies that "older" districts found it more difficult than "recent" ones to obtain adequate funding for their programs.

[1]t is the symbol for tau, the correlation measure used in this report. Tau is a nonparametric measure of association that is particularly useful for ordinal data. Although the characteristics presented here are nominal, their presence or absence is an ordinal value. t_b is used for square tables.

Staff Development Process and Needs for Improvement

The presence or absence of an external mandate to desegregate does not appear related to the number of improvements indicated for programs, but particular needs are related to the presence of an external mandate. *Districts that desegregated under an external mandate* indicated a need for more coordination and more money for their staff development programs (t_b = .185 and .153, respectively, significant at the .01 level). This suggests that districts with an external mandate to desegregate have insufficient time to plan their programs. *Programs in districts that had formal need assessment* activity had less need for improvements in their program (t_b = .202, .162 and .304, respectively, significant above the .01 level). This suggests that formal needs assessment reduces the number of problems associated with the subsequent staff development program.

These three subsections have described three findings which are important for policy. First, there is an indication that Curriculum and Basic Skills/Cognitive components are associated with fewer needs for improvement. Perhaps this is because they are perceived as less value-laden and more independent from other subject areas than are Human Relations, Conflict/Discipline, or Multicultural components. Second, it appears that "older" desegregated districts are having some difficulty securing adequate program funding, perhaps because federal funds are targeted to districts that are in the early stages of desegregation. Third, and perhaps most surprisingly, formal needs identification appears to result in programs with fewer problems or needs for improvement. This finding is important because it connects one of the earliest steps in the staff development process to a positive outcome, and because it is completely under the control of local administrators. These decisionmakers do not need federal money, guideline changes, school board policy changes, or shifts in staff support to incorporate formal needs identification into their staff development process.

Needs For Additional Staff Development Programs

A conscientious review of the total staff development program may lead an individual or a school district to identify areas in which additional staff development is needed. In some cases, the needs identified will be for continuing support in an area that has been the subject of previous staff development. In other cases, a new subject area may be identified. In either case, without a systematic method of identifying staff development needs, the entire range of needs will probably not be brought to the attention of district administrators, who have the primary responsibility for designing programs and allocating funds for them.

Since most of the districts visited did not use a formal process for identifying staff development needs, it might be expected that different respondent categories (such as administrators, principals, etc.) might be unaware of different views of staff development needs, and that each category would be somewhat unaware of the perceptions of others. This in fact occurred; accordingly Table 5.2 presents the perspectives of the various categories of respondents.

As Table 5.2 indicates, nonteaching personnel were agreed that Human Relations was the first priority for additional staff development. Agreement between

Table 5.2

RANKING OF TOP THREE NEEDS FOR ADDITIONAL STAFF DEVELOPMENT PROGRAMS

Area of New Program Need	School Board	District Admin.	Community Members	School Staff
Human relations	1	1	1	2[a]
Multicultural			3[b]	
Conflict/discipline		3		1
Curriculum		2		
Improved teaching skills	2		3[b]	
Other	3		2	3

[a]Teachers indicated an added need for Human Relations *only* for their co-workers, not for themselves.

[b]Third-place program needs were tied for this group.

groups on priorities ends there, although there are two other areas of substantive agreement: between teachers and administrators for more Conflict/Discipline programs, and between school board and community for improved teaching skills programs. Principals are not included on the table because they saw few needs for staff development, either for themselves or for their staff. The needs they perceived almost exclusively related to changes that had to be instituted by the central office. School board members did not really agree with this view; their third-rank need was for specialized training for principals.

Because teachers are the usual recipients of staff development, their views of needs for new programs deserve a great deal of attention. The most frequently mentioned need was for training in class management, which included *conflict management*, and *discipline*. Teachers also indicated that they wanted more practical skills for teaching in a desegregated environment, including hands-on multicultural materials. Minority teachers often mentioned that some of their white co-workers need additional *human relations* training, although attitudes were somewhat better than in the earliest stages of desegregation. Teachers in recently desegregated districts indicated that they wanted to devote more of their staff development time to working with teachers from "the other side of town," or in the case of paired schools, with the other school in the pair. This desire seemed to stem from a need to provide continuity of educational experience to the incoming students.

The differences in perception of needs may be inherent in the differences in roles of respondents. It is important to note that teachers did not indicate a need for additional human relations training for themselves, although on occasion they believed that others needed such training. Since school board, district administrators, and community members rated *human relations* as the most important area of desegregation-specific staff development, this finding is important. It may be that everyone perceives human relations as a high-priority need, but only for other people. Possibly, respondents do not feel comfortable discussing their own needs in this area or perhaps they do not recognize them.

Teachers and principals appear to see staff development needs in a different way from non-school staff, although district administrators are the most influential

group in deciding on staff development subject matter and funding. The fieldwork reveals few instances in which administrators, trainers, school staff, and community members have jointly attempted to identify and prioritize desegregation-specific problems. As a result, each group's views are largely unknown to the other groups, and this increases the likelihood that staff development programs will be seen as inappropriate for the *real* needs, at least from some perspective.

The Content of Desegregation-Related Staff Development Needs

As Table 5.2 illustrated, the needs for further staff development appear very similar in title to the subjects that desegregation-specific programs have undertaken. Table 5.3 presents respondents' identification of new or enlarged content needed in past programs.

Table 5.3

RESPONDENTS' IDENTIFICATION OF NEW OR ENLARGED CONTEST NEEDED IN PAST PROGRAMS

Subject Area Needing Improved Content	Different Content from Past Programs?	Description of Need
Human Relations	No	Continuing support
Multicultural	Yes	Instructional materials rather than theory or history
Conflict/Discipline	No	Continuing support
Curriculum	No	More programs
Teaching Skills	No	Similar to Basic Skills components; more programs needed

As Table 5.3 indicates, most of the needs concerned program quantity: There was a need for more programs to support the changes suggested by past programs. In these areas, not enough had been done, or not enough staff members had been involved. These needs were primarily in the areas of Human Relations, Conflict/Discipline, Curriculum and Teaching Skills. One of these needs deserves further explanation. *Conflict Management/Discipline* needs seemed to represent a less threatening way for respondents to discuss the special fears they associated with school desegregation. All categories of respondents believed that conflict management was needed because today's children, regardless of race, have less respect for adult authority than children did in the past. Respondents indicated that while this was a serious problem for educators in general to face, the chances for explosion were somewhat greater in a desegregated classroom, and the consequences of an inappropriate teacher response were grave. These concerns reveal a very important area for staff training.

Multicultural components are somewhat different. The program components for multicultural training observed in the field sites were described as those that promoted knowledge of and respect for different values, traditions, and behaviors

of various racial and ethnic groups. When respondents described a need for more multicultural staff development programs, however, they most often indicated a need for hands-on materials and lesson modules that teachers could use in their classroom activities, along with some training to help develop new materials. The multicultural components in the 16 districts visited were oriented more toward the provision of basic historical information than the development of classroom materials.

This subsection has described two important findings for staff development policy. First, it has illustrated that different actors in the staff development process (first defined in Sec. III) hold different views of staff development needs. At the same time, there is very little discussion across groups about these differences. Thus, it is likely that any staff development program will be seen as "off the mark" or unnecessary from some group's perspective. Again, formal needs identification that includes each of the respondent categories appears to be necessary. The second finding is that the *Human Relations* and *Conflict/Discipline* needs were primarily for continuing support of existing programs, while the needs for *Curriculum* and *Teaching Skills* programs were for new programs to be initiated. *Multicultural* staff development needs were for both new programs and continuing support of existing programs. Program planners can identify the exact character of staff development needs only through needs identification.

PERCEIVED OUTCOMES

Assessments of Program Effectiveness

In most districts, the only evaluation of staff development programs is conducted by means of a questionnaire that trainers distribute to participants at the end of the session. The questionnaires tend to focus on the attendees' assessments of the program just completed without furnishing any "benchmark" programs for comparison. The fact that these questionnaires are completed at the close of the program, before participants have had a chance to "put it all together," may further limit their usefulness for measuring program effectiveness. Each program is typically evaluated on its own merit, without any attempt to compare its strengths, weaknesses, or effectiveness with other programs. The result is a one-shot assessment of staff development programs that is rarely used to plan future programs or to assess the character of staff development outcomes in a general sense.

Program Effectiveness Measures in This Study

In this study, measures of program effectiveness are based on retrospective perceptions of various participants in in the staff development process, not on behavioral tests or standardized observations. Consequently, the measures are limited, but they improve upon typical program evaluations in three ways. First, being retrospective, they allow the respondents to place program material in the context of their daily activities and the program's longer-range effectiveness. Sec-

ond, they are comparative, allowing participants to compare the programs under study with the best ones they have ever attended. In this way, there is some benchmark against which to judge program effectiveness. Third, respondents were asked not only how effective the programs were, but how they influenced certain areas of school district life, such as teacher morale, student attitudes, and intergroup relations. This subsection will describe these assessments.

Teachers, principals, and trainers were asked to rate their most recent staff development programs, while district administrators and school board members were asked to rate staff development programs in general. Table 5.4 presents the average effectiveness ratings given to the 142 staff development programs by various categories of respondents. The ratings are indexed on a scale from 1 to 5, with 5 as the most effective. As the table indicates, the respondents' ratings agree closely, that of trainers being the highest.

Table 5.4

MEAN EFFECTIVENESS RATINGS OF STAFF DEVELOPMENT PROGRAMS

Respondent Category	Mean Rating (Scale of 1 to 5)
District administrator	3.8
School board members	3.7
Trainers	4.0
Principals	3.7
School staff	3.6

School staff members (teachers and counselors, n = 233) were also asked to rate the effectiveness of the *most* effective staff development program they had ever attended. Many of them identified the most recent program as the most effective, with a mean rating of 4.0. For those school staff whose most recent and most effective programs were not the same, the ratings were even higher ($\bar{x}$ = 4.3), significantly higher than their most recent program (t-test = 6.67, significant at above the .001 level).

Differences in perceptions of effectiveness between most recent programs and most effective programs cannot be explained by variations in program characteristics (such as subject matter); district characteristics (such as ethnic composition); or elements of the process (such as the presence or absence of an external mandate to desegregate). The differences seem to be idiosyncratic; they give no clue to how features of programs could be changed to increase perceived effectiveness.

Respondents were also asked to rate the *areas* in which programs had an effect. A range of alternatives were presented, including staff competence, intergroup relations, staff morale, student attitudes, student achievement, and community sentiment. Table 5.5 presents the areas of greatest and least effect as the respondents saw them.

These areas have not been the subject of research, but they reveal some noteworthy perceptions. Respondents saw the least change in student attitudes and achievement. Nonteaching personnel saw the greatest effect in the area of intergroup relations and staff morale. Teachers and counselors believed that the pro-

Table 5.5

AREAS OF GREATEST AND LEAST PROGRAM EFFECT, BY CATEGORIES

Respondent Category	(n)	Area of Greatest Effect	Area of Least Effect
District administrators	76	Intergroup relations	Student achievement
Trainers	75	Staff morale	Student attitude
Community members	34	Intergroup relations	Student achievement
Principals	75	Staff morale	Student achievement
School staff	233	Staff competence	Student attitudes

grams had their greatest effect on their own competence, although they did explicitly connect improved competence to improved student attitudes or achievement. It is possible that the connections are indirect, and should be studied further. This finding is potentially important for policymakers at the federal level, who may expect staff development in the desegregated setting to produce direct and immediate improvement in student achievement.

Assessment of the Contribution of Staff Development to Desegregation

Finally, we analyzed whether (and how) staff development contributes to desegregation. Although none of the 16 school districts explicitly reviewed their programs for such a connection, their strong financial support for staff development suggests that school district decisionmakers *believe* it is important. Staff development is intended to contribute to desegregation in two ways: by reducing problems related to desegregation, and by improving the overall educational environment. We examine these in turn below.

Does Staff Development Help Reduce Desegregation Problems? A good deal of uncertainty prevailed in the districts about the programs' helpfulness in reducing problems. On the whole, it does not appear that the programs are targeted directly to perceived desegregation problems. In the 10 districts that did not conduct formal needs identification, the programs seemed to result largely from administrators' being "sold" on some inservice program or approach, rather than from the observation of some actual problem. This suggests that those districts may base their programs more on idealized perceptions of what desegregated education is expected to produce than on real experience of school and classroom needs or problems. Alternatively, the programs may arise from a general desire on the part of the administration to do something to help desegregation, without a clear idea of what really needs to be done.

In the 6 districts with formal needs identification activities, the programs are

targeted to current desegregation-related needs and problems, but trainers and administrators were uncertain about the degree to which district-wide programs could reduce the problems. In general, staff development was regarded positively, but it was difficult for participants to describe how problems had been resolved. When the programs were based at a specific school or targeted to a clearly identified group of attendees, however, respondents were often able to focus more clearly on how the programs helped them to solve problems, seemingly for two reasons. First, teachers and principals had a sense of school loyalty and voiced the need to work on "school problems" (which were often desegregation-related) in a closed setting before airing them with outsiders. Second, the presence of a real, practical problem demanded a plan of action to solve it, with individual staff members accepting responsibility for specific actions. Many of the teachers and principals indicated that school-based staff development activities were the most effective they had ever participated in because of their practicality and learning value.

Observations of the 16 school districts suggest that staff development programs may be most successful in reducing the incidence of future desegregation problems if the programs occur prior to the desegregation itself. For example, one school district administrator pointed to a district curriculum with an unusually strong emphasis on multiculturalism as the result of a heavily publicized multicultural training program that had been ongoing for several years *prior* to desegregation. In another district, the wide availability of staff development on any subject raised by teachers as a *potential* problem was credited with eliminating many of the problems that *might have* arisen after desegregation. An administrator from that district said, "The success of staff development? No one counts the fights that *didn't* occur, the windows that *weren't* broken in a protest, or the kids that *didn't* get expelled. But you let some of those things happen, and your entire program is branded a failure. I don't know exactly how it [staff development] helps . . . but I sure wouldn't want to desegregate without it."

This view provides a clear perspective of why desegregating school districts are "sold" on staff development. School administrators appear to regard staff development as a preventive measure that keeps desegregation-related problems from becoming disastrous.

Does Staff Development Assist Improvements in the Overall Educational Environment? There was wide agreement among all respondents that student attitudes and achievement are least affected by desegregation-related staff development. This finding suggests that respondents believe staff development has no direct effect on educational quality—a serious implication that deserves further study. It may be that school people are reluctant to draw a connection between teacher training and student outcomes because the relationships are indirect. In the presence of this indirect connection, measures of improved educational quality, such as student achievement scores, may be inappropriate.

This lack of relationship is important for policy because measures of student achievement in desegregated settings have been used as the dominant measures of improved educational quality in most social science research to date. The reluctance of school people to identify student achievement outcomes as the dominant outcomes of staff development calls this practice into question. At the same time, the research community may be reluctant to accept staff development as effective without relating it to student achievement outcomes.

Although measures of teacher competence are lacking, teachers believed that staff development had its greatest effect in enhancing their competence. The question of student achievement aside, it seems reasonable to assume that teachers who feel more competent are likely to have a more positive effect on educational quality than teachers who are less sure of their competence.

For administrators, staff development had its greatest effect in improved intergroup relations (closely followed by teacher competence).

The respondents believe that staff development helps by improving the climate in which desegregation can occur. The key elements of this improved climate are threefold. First, staff development reduces administrators' anxiety over problems. Second, it improves intergroup relations. Third, it enhances teachers' sense of competence. The comparative importance of these three elements cannot be measured because desegregation success depends on numerous variables, many of which may be outside the control of administrators, trainers, teachers, and principals, the four groups most closely connected with staff development. Staff development, however, is largely under their control, and it appears to make a positive contribution to successful desegregation.

SUMMARY

This section has reviewed the findings of this study for two areas of district perceptions about staff development: needs (for program improvement and additional staff development) and outcomes (effectiveness; additional areas of need for staff development; and the contribution of staff development to desegregation).

The most frequently mentioned needs for improvement were for more time, more money, more planning, and more coordination. Only 15 percent of the programs reported no needs for improvement. These programs were most likely to be located in districts with a formal needs identification process. Districts that desegregated before 1975 also had programs with fewer needs for improvements, but often expressed a need for "more money" for their programs. Needs for additional staff development were largely in the same subject areas as those of previous or existing staff development programs.

Respondents generally viewed staff development programs as effective, with very little variation among respondents or districts. Improved teacher competence and morale were the most frequently mentioned areas of beneficial effect, while improved student achievement and attitudes were mentioned least often.

Staff development contributes to successful desegregation because school people believe it acts to prevent desegregation-related problems, and probably because it also enhances teachers' morale and perceptions of their competence.

VI. SUMMARY OF FINDINGS AND POLICY IMPLICATIONS

The purpose of this research was to explore the role of staff development in desegregated settings. The key elements of this exploratory study have been targeted to three aspects of staff development which have not been examined by previous studies in desegregated school districts: the *process* of staff development; the *program characteristics* of inservice courses; and the *outcomes* of those programs or courses. This section summarizes the most important findings of the study for each of these aspects, and specifies the policy implications those findings point to. The small number of school districts visited by the study team make these findings suggestive rather than conclusive, so policymakers should study their applicability to their own situations. Some of the findings are hypotheses that should be examined in later studies.

THE PROCESS OF STAFF DEVELOPMENT

This examination of the staff development *process* in desegregated settings identified the *activities* that are part of the process and the *actors* in those activities. The activities that influence staff development begin prior to staff development itself when the districts determine their desegregation goals and formulate their desegregation plans.

Desegregation goals were usually set by the school board with the assistance of district administrators. The goals of districts that desegregated voluntarily, that is, without an external mandate, typically emphasized improvements in educational quality. These goals appeared to set a positive tone for staff development programs, and staff members in these districts had a positive view of staff development as helping "good" things to happen. Districts that desegregated as the result of court orders or other external mandates were primarily interested in mere peaceful compliance with the law, a "minimum effort" goal that did not set a positive tone for staff development. Staff members in these districts saw staff development as necessary to prevent "bad" things from happening, rather than as a helping device for positive changes.

The desegregation plan was usually formulated by district administrators, with input from other actors, and was ratified by the school board. The type of plan implemented also influenced staff development programs. Where plans utilized "magnet" programs or entailed extensive currricular change, staff members often indicated a need for prolonged inservice training prior to desegregation to help them design the new instructional program, and to "work in" changes into their teaching repertoire. Staff members in districts that utilized more traditional changes indicated a lesser need for prior staff development because such changes require less preparation.

Staff development activities include identification of staff development needs, planning and delivery of programs, and evaluating program outcomes. Administra-

tors were the most influential in determining which need would be met through staff development, although teachers, principals, and trainers were usually involved in needs identification to some extent. Needs identification was a well-defined, formal activity in 6 of the 16 districts, but more haphazard in the other 10. Formal needs identification is important because it seems to provide a channel for school staff to give district decisionmakers feedback on the changing nature of staff development needs for future programs. In districts where formal needs assessment had taken place, the respondents identified fewer needs for program improvement.

Trainers were always involved in planning the programs, often with the assistance of administrators and principals. Program planning was a distinct activity in 5 of the 6 districts that had formal needs identification. When planning was not a distinct activity, respondents often charged that the programs were haphazardly planned, with no clear purpose, audience, or structure. Staff development programs were directed primarily to teachers and counselors, although principals, community members, and school board members often attended. Administrators were rarely recipients of training. Programs were sometimes evaluated, but evaluation of staff development activities was consistently done in only 2 of the 6 districts with formal needs identification. When evaluation occurred, it was usually done by trainers.

This description of the staff development process and its actors leads to the following conclusions and policy implications:

Conclusions

- Voluntary desegregation leads to the most positive climate for staff development activity.
- Despite the push for teachers and teacher organizations to become more involved in professional growth activities, administrators are still primary decisionmakers for those activities.
- Needs identification appears to be an important aspect of the staff development process and a keystone of a total organizational effort to provide systematic planning and evaluation. Nonetheless, many districts do not conduct formal needs identification, nor do they have any systematic means of planning or evaluating their programs.

Policy Implications

- Federal Program administrators who wish to revise guidelines so that they will improve the quality of staff development should consider the value of a formal needs assessment to document the demand for a particular staff development program for which assistance is being sought. This is not to say that formal needs assessment alone can make staff development completely effective, but it appears to lend direction and impetus to inservice programs.
- Federal agencies should continue to fund school districts for staff development prior to implementation of the desegregation plan, particularly when

magnet or voluntary elements seem likely to be a part of the acceptable plan.

- Districts should develop systematic procedures to provide formal needs assessment, planning, and evaluation of staff development programs.
- Districts should develop staff development programs with special emphasis on the inservice needs of principals and administrators, even though the majority of staff development continues to focus on teachers. Principals in particular need staff development to address their special concerns and responsibilities in the desegregated school.

THE CHARACTERISTICS OF STAFF DEVELOPMENT PROGRAMS

The *characteristics* of staff development programs include their subject matter, duration, format, and funding. Staff development was most often concentrated in five subject matter areas: Human Relations, Curriculum, Multicultural, Conflict Management/Discipline, and Community Participation. Fully 95 percent of the programs utilized at least one of these components. The study also found that Human Relations, Conflict/Discipline, Community Participation, and Basic Skills/Affective components are considered more value-laden than curriculum or cognitive components, and although district personnel believe they are important, this normative content makes them difficult to "teach" in a staff development course. As a result, these components often tend to be combined with Curriculum, Multicultural, or other informational components. It appears that this combination serves to make the staff development more value-neutral. Staff development programs received school district funding more often than funds from any single external source, but programs funded by *combined* federal sources outnumbered those funded by the district. The programs were usually short, with 55 percent lasting one day or less.

Desegregation-specific (DS) programs tended to use Human Relations, Multicultural, and Conflict/Discipline components more frequently than nondesegregation-specific (NDS) programs. DS programs were somewhat more likely to be funded by an external source, although districts still provided funding for over 40 percent of them. Funds from Title IV of the Civil Rights Act and ESAA, which are targeted to desegregation assistance, are being spent largely for DS programs.

District characteristics are only weakly related to program characteristics. One district characteristic, stage of desegregation, is related to subject matter and funding of programs. Districts that desegregated recently are currently offering more DS training than districts that desegregated earlier. It appears that DS training is concentrated around the time of a desegregation plan's implementation.

This description of the program characteristics of staff development leads to the following conclusions and policy implications:

Conclusions

- Staff development in desegregated settings combines value-laden subjects with value-neutral subjects.

- Districts seem committed to staff development, as indicated by their willingness to spend their own funds for the program.
- DS staff development is more likely than NDS to be funded by federal programs.
- Staff development funded by Title IV and ESAA, the two major sources of federal funding to assist desegregation, is directed predominantly to DS programs.
- DS staff development is more likely to occur in recently desegregated districts than in *older* desegregated districts. This differentiation probably reflects both the reduced need of "older" districts for emergency DS staff development and the difficulty these districts have in obtaining funding for DS staff development.

Policy Implications

- Federal agencies that provide support for DS programs should encourage the development of demonstration programs that provide different approaches to human relations training programs. These approaches should not attempt to negate the value-laden nature of the subjects, but to approach the value content of the programs in a straightforward way.
- Staff development planners at the school district level should find alternative methods of "packaging" staff development on DS topics to prevent them from being so diffused that recipients do not get any information of value, particularly in short-duration programs. Although it is true that DS subjects tend to be more interrelated and value-laden than other subjects, it is not always an advantage to combine all the topics into a single one-shot program.

PERCEPTIONS OF STAFF DEVELOPMENT PROGRAMS

This study examined the effectiveness of staff development in desegregated settings as it was perceived by the respondents interviewed. It has also described the respondents' views on new programs needed and improvements in existing staff development programs.

Teachers, principals, district administrators, and trainers agreed that staff development is effective ($\pm$ 3.5 on a 5-point scale), and that it had a greater effect on staff morale, staff competence and intergroup relations, while it had a lesser effect on student attitudes and achievement. There were no differences among school districts that can be attributed to district size, stage of desegregation, racial composition, their use of various elements of the staff development process, or program characteristics.

Respondents identified a variety of needs for program improvement. Somewhat surprisingly, improved trainer quality was the least frequently mentioned need. Respondents in districts with no formal process for needs identification perceived more needs for program improvement. These needs were for more followup and more planning. Given that formal needs assessment occurred in districts with

more consistent planning activities, this suggests that needs assessment and planning increase the perceived quality of subsequent staff development programs. Programs with Curriculum and *Basic Skills/Cognitive* components were associated with fewer needs for improvement. Districts that desegregated prior to 1975 had fewer needs for program improvements overall, but when respondents from these districts did identify needs for improvement, they usually indicated a need for more money to expand the programs. When this response is coupled with the higher percentage of programs in these districts that are funded by the school districts, it suggests that older desegregated districts may have difficulty in funding an adequate staff development program.

Needs for further staff development were usually in the same areas as past staff development. Different actors in the school districts saw staff development needs differently. For example, every respondent category saw human relations as a top priority—for someone else. In other cases the perceived needs varied, as when school board members saw a need for specialized training for principals, while district administrators saw a need for more Conflict/Discipline programs.

In most cases, the content of the future staff development needed was similar to that of current programs. More extensive training in *Human Relations, Conflict/Discipline,* and *Community Participation* appeared to be required for continuing support of existing programs. Needs for *Curriculum* programs indicated that new programs needed to be initiated. Program planners cannot identify the exact character of needs for further staff development without a careful needs identification.

Staff development was believed to make a positive contribution to school desegregation by preventing certain desegregation problems from occurring, while it provided support for school staff to make positive improvements in educational quality. There are no objective measures of these outcomes, but it is important to note that school people believe it would not be possible to desegregate successfully without staff development. Although respondents did not directly relate staff development programs to student outcomes, they were unanimous in the belief that staff development has a direct effect on teacher morale, teacher competence, and intergroup relations. It may be logical to conclude that staff development must be provided to support teachers so that they can continue to help students in the desegregated setting.

This description of the outcomes of staff development leads to the following conclusions and policy implications:

Conclusions

- School district personnel regard staff development as effective, and it appears to make a positive contribution to school desegregation by improving staff feelings of competence and positive intergroup relations. It was also believed to act as a crisis prevention mechanism in some school districts.
- Staff development programs have a greater effect in staff-centered changes, such as increases in teacher morale, competence and intergroup relations. Student-centered changes, such as improved achievement or attitudes, appear less likely to be directly affected.

- Staff development programs offered in districts with a formal needs identification planning and evaluation process appear to operate more smoothly and to result in fewer needs for improvement.

Policy Implications

- Federal agencies should continue to fund staff development for the improvement of desegregation. Attention should be paid to providing some support for DS programs in school districts that desegregated prior to 1975. The nature of DS problems in those districts may no longer require emergency assistance, but shifts in student population and staffing patterns may necessitate additional staff development to maintain desegregation.
- Policymakers at all levels should develop a clear sense of the scope and depth of the staff development activities they are funding, and what they expect the programs to accomplish. Staff development is clearly not a panacea for all of the problems in the desegregated school district but it provides staff members with opportunities to develop techniques and solutions for responding to those problems.

CONCLUSION

This research is an exploratory look at an area that has been taken for granted by policymakers and educators for many years. Although the scope of the study was limited to only 16 school districts and to the elementary and middle school levels, it provides important views of staff development that may be generalizable to a wider circle of districts. The report also provides a base of information and issues that should be addressed in future research.

The report is largely descriptive because description is a necessary first step in understanding what staff development is, how it operates in the desegregated context, and perhaps most important, how it could be changed to improve its effectiveness in the desegregated setting. The report has not answered these questions completely, but it has identified several salient issues that policymakers at all levels can consider when they make decisions about staff development. Too often, it appears that programs are chosen and launched impulsively because they seem like a "good idea," without identifying the needs of the proposed recipients of training, deciding whether staff development can meet the needs, and systematically considering program substance.

Even those programs, however, often receive the enthusiastic support of staff members. This overall support leads the research team to conclude that staff development can be a valuable tool in the desegregated setting. The study also suggests that staff development effectiveness can be increased by more attention to goals and objectives, the needs identification that precedes the programs, and program content and delivery.

Appendix A

NUMBER OF INTERVIEWS CODED BY CATEGORY

District	Administrators	Trainers	School Board	Community	Principals	Teachers/ Counselors
Banton	5	1	0	1	5	19
Butler	4	9	2	4	5	11
Carson	5	7	0	0	7	13
Dawson	4	0	1	1	3	7
Edison	5	6	1	2	5	17
Fenton	5	4	0	0	5	18
Graham	5	6	2	4	5	17
Harris	5	6	3	4	5	23
Lamont	5	2	1	7	6	21
Maxwell	4	2	0	0	1	3
Mercer	4	11	0	0	5	14
Milner	5	5	1	1	5	12
Rustow	5	5	1	0	3	6
Tarkum	5	4	1	6	5	23
Verdun	5	4	1	0	5	12
Winslow	5	3	1	4	5	17
Total	76	75	15	34	75	233

Appendix B

CODESHEETS

SUMMARY CODESHEET

INTERVIEWER NAME_____

DISTRICT_____DATE_____

1. DESCRIPTION OF CONTENT OF DISTRICT'S STAFF DEVELOPMENT PROGRAMS

Circle as many as apply per column.	PROGRAM IDENTIFIER (this letter should remain constant throughout all codesheets for this district)					
	A	B	C	D	E	F
Human Relations	1	1	1	1	1	1
Multicultural Education	2	2	2	2	2	2
Curriculum Revision	3	3	3	3	3	3
Conflict Management	4	4	4	4	4	4
Community Participation	5	5	5	5	5	5
Discipline/Behavior	6	6	6	6	6	6
Orientation to Deseg. Plan	7	7	7	7	7	7
Training of Trainers	8	8	8	8	8	8
Teacher Center	9	9	9	9	9	9
Other_____	10	10	10	10	10	10

_____

_____

_____

2. WHICH OF THESE (IN YOUR JUDGMENT) ARE DESEGREGATION-RELATED?

_____

3. DURATION AND INTENSITY OF STAFF DEVELOPMENT PROGRAMS?

Circle as many as apply for each program.

	A	B	C	D	E	F
After school	1	1	1	1	1	1
Weekends	2	2	2	2	2	2
During school day	3	3	3	3	3	3
During summer	4	4	4	4	4	4
Other_____	5	5	5	5	5	5

Initial program was:

1/2 day or less	1	1	1	1	1	1
1/2 to 1 day	2	2	2	2	2	2
2-3 days	3	3	3	3	3	3
4-5 days	4	4	4	4	4	4
6 days to 2 weeks	5	5	5	5	5	5
11 days to 3 weeks	6	6	6	6	6	6
15 days to 4 weeks	7	7	7	7	7	7
Other_____	8	8	8	8	8	8

Follow-up has been:

1/2 day or less	1	1	1	1	1	1
1/2 - 1 day	2	2	2	2	2	2
2-3 days	3	3	3	3	3	3
4-5 days	4	4	4	4	4	4
6 days - 2 weeks	5	5	5	5	5	5
11 days - 3 weeks	6	6	6	6	6	6
15 days - 4 weeks	7	7	7	7	7	7
Other_____	8	8	8	8	8	8
No follow-up	9	9	9	9	9	9

Duration of total program:

One-shot session	1	1	1	1	1	1
Session with one follow-up	2	2	2	2	2	2
Session with____follow-ups	3	3	3	3	3	3
Session, continuing follow-up	4	4	4	4	4	4
Other_____	5	5	5	5	5	5

4. PARTICIPANT SELECTION IN PROGRAMS WAS:

	A	B	C	D	E	F
District-wide, voluntary	1	1	1	1	1	1
School-wide, voluntary	2	2	2	2	2	2
District-wide, mandatory	3	3	3	3	3	3
School-wide, mandatory	4	4	4	4	4	4
Special category, voluntary	5	5	5	5	5	5
Special category, mandatory	6	6	6	6	6	6

5. INCENTIVE FOR PROGRAMS WAS:

Circle as many as apply for each program.	A	B	C	D	E	F
Salary advancement	1	1	1	1	1	1
Stipends or pay	2	2	2	2	2	2
Released time	3	3	3	3	3	3
College credit	4	4	4	4	4	4
Professional growth	5	5	5	5	5	5
Job retention	6	6	6	6	6	6
Other _____	7	7	7	7	7	7

6. FUNDING SOURCE FOR PROGRAMS WAS:

Circle as many as apply for each program.	A	B	C	D	E	F
Federal Government (ESDA)	1	1	1	1	1	1
Federal Government (Title 10)	2	2	2	2	2	2
Federal Government (Teacher Corps)	3	3	3	3	3	3
Federal Government (ESEA)	4	4	4	4	4	4
Other_____	5	5	5	5	5	5
State funded program	6	6	6	6	6	6
District funded program	7	7	7	7	7	7
Externally funded program	8	8	8	8	8	8

7. HOW COULD THE PROGRAMS HAVE BEEN IMPROVED?

Circle as applicable for each program	A	B	C	D	E	F
More time allotted	1	1	1	1	1	1
More participants	2	2	2	2	2	2
More/better planning	3	3	3	3	3	3
Better coordination	4	4	4	4	4	4
More money	5	5	5	5	5	5
Better trainer quality	6	6	6	6	6	6
Other_____	7	7	7	7	7	7

8. TRAINER SELECTION

Within district, specially selected	1	1	1	1	1	1
Within district, volunteers	2	2	2	2	2	2
Within district, adm. or trainer in charge	3	3	3	3	3	3
Outside district, specially selected individual	4	4	4	4	4	4
Outside district, specially selected organization	5	5	5	5	5	5
Outside district, no choice	6	6	6	6	6	6

9. TIME FRAME OF PROGRAM OPERATION

(Circle all that apply)	A	B	C	D	E	F
Prior to deseg. plan Implementation	1	1	1	1	1	1
Year of deseg. plan Implementation	2	2	2	2	2	2
1-2 years after deseg. Implementation	3	3	3	3	3	3
3-5 yrs. after deseg. Implementation	4	4	4	4	4	4
5-7 yrs. after deseg. Implementation	5	5	5	5	5	5

10. FORMAT OF TRAINING

(Circle all that apply)	A	B	C	D	E	F
Lecture	1	1	1	1	1	1
Workshop	2	2	2	2	2	2
Small group discussion	3	3	3	3	3	3
Laboratory practice	4	4	4	4	4	4
Other _____	5	5	5	5	5	5

Coding Form - District Administrators

(Source: Superintendent; Desegregation Coordinator, Federal Projects Director; ESAA Coordinator, etc.)

Interviewer Name_____

District_____ Date_____

1. Overall staff development approach

piecemeal (no coordination between programs)				integrated (all programs part of a coordinated effort)
1	2	3	4	5

Circle one.

2. Number of years of staff development (inservice) for desegregation.

1	2	3	4	5 or more

Duration and intensity

Circle one.

Describe duration and intensity._____

_____

3. Does the district have collective bargaining which restricts mandatory programs? Or restricts inservice in any way? (Q.5, guide)

Yes 1

No 2

Describe these restrictions._____

_____

_____

4. What was participant attendance, actual and expected, at the 3 most recent desegregation-related inservice programs? Most recent program first. (Q.5, guide)

a. Number attending_____ Number expected_____

b. Number attending_____ Number expected_____

c. Number attending_____ Number expected_____

5. If numbers are not available, rate attendance.

	1	2	3	4	5
A					
B					
C					
	very low		attendance as expected		very high

6. Was there a special needs-assessment, identification or planning?
(A. 8, guide)

	A	B	C
Yes, Formal	1	1	1
Yes, Informal	2	2	2
None	3	3	3

7. If there was some planning, which of the following groups participated?
(Q. 7, guide)

	A	B	C
Central Office Staff	1	1	1
Teachers	2	2	2
Principals	3	3	3
Parents or Community	4	4	4
Students	5	5	5
Trainers or Consultants	6	6	6
Other (specify _____	7	7	7

Circle as many as applicable._____)

8. Which group seemed to be most influential in determining program needs?
(Q. 7, guide) (use # from above)

A _____
B _____
C _____

9. List five training-related needs which were identified or articulated, with the most important one first. (Q. 8, guide)

1 _____
2 _____
3 _____
4 _____
5 _____

10. Are there other staff development-related needs which could be met through an inservice program? (Q. 10, guide)

Yes 1
No 2

Circle one (If yes, describe briefly)

_____

_____

11. Assessment of the overall impact of the inservice programs (complete for up to five central office staff members) (Q. 5, Supt. Guide)

Circle one per row

a. Superintendent

1 2 3 4 5
none low moderate high very high

b. Desegregation Coordinator or Federal Project Supervisor (Q. 3, guide)

1 2 3 4 5

c. Other _____

1 2 3 4 5

d. Other _____

1 2 3 4 5

e. Other _____

1 2 3 4 5

12. Perceptions of above-mentioned central office personnel concerning three areas of highest impact of inservice programs. (Q. 4, guide) (Letter should correspond with individuals indicated above)

	a	b	c	d	e
student attitudes	___	___	___	___	___
student achievement	___	___	___	___	___
intergroup relations	___	___	___	___	___
teacher morale	___	___	___	___	___
teacher absenteeism	___	___	___	___	___
student absenteeism	___	___	___	___	___
parent involvement	___	___	___	___	___
other _____	___	___	___	___	___

13. How could the inservice programs (those designated A, B, C) have been improved?

	A	B	C
more participants	___	___	___
more/better planning	___	___	___
better coordination with other persons	___	___	___
different content	___	___	___
different setting	___	___	___
more money	___	___	___
more time	___	___	___
better trainer quality	___	___	___
other _____	___	___	___

Coding Form - Inservice Trainers
(Source: Consultants Who Have
Done Training in District)

Interviewer Name_____

District_____ Date_____

Respondent is: Outside consultant ☐ District employee ☐

1. Describe the most recent inservice training program in which respondent acted as trainer. (Q.1, guide)

   Circle as many as applicable.

Human Relations	1
Multicultural Education	2
Curriculum Revision	3
Conflict Management	4
Community Participation	5
Discipline/Behavior	6
Orientation to Desegregation Plan	7
Training of Trainers	8
Teacher Center	9
Other_____	
_____	10

program code(s)_____

2. Where did the program take place? (Q.3, guide)

School district; classroom	1
School district; central office	2
School district; other location	3
Community site	4
College or university campus	5
Other location_____	6

Circle as many as apply.

3. Describe duration and follow-up of the program. (Q.3, guide)

_____

_____

_____

_____

_____

_____

4. What was the participant attendance at the program? (Q.5, guide)

Expected Attendance_____

Actual Attendance _____

Number in district who needed program_____

5. To what extent did trainer(s) feel that the incentive system influenced teacher participation? (Q.7, guide)

Participation would not occur without incentive	1
Some participation would occur without incentive	2
Incentive system did not affect participation	3
Wrong people influenced by incentive	4

6. Trainer's view of impact of training program. (Q. 17, guide)

1	2	3	4	5
None	Low	Moderate	High	Very High

Circle one for each row

7. In what areas was the impact the greatest? (Q. 17, guide)

Student attitudes	_____
Student achievement	_____
Intergroup relations	_____
Participant morale	_____
Participant absenteeism	_____
Parent involvement	_____

Other_____

_____

Use numbers to rank most important impacts for project.

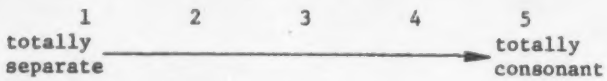
8. How were trainers funded for program? (Q.4, guide)

Federal Government (ESAA)	1
Federal Government (Title IV)	2
Federal Government (Teacher Corps)	3
Federal Government (ESEA)	4
Other_____	5
State Program	6
District Program	7
Externally funded program	8

9. How satisfied is trainer with the level of district participation in planning and implementation of the inservice program(s)? (Q.11, guide)

Very satisfied	1
Somewhat satisfied	2
Somewhat dissatisfied	3
Dissatisfied	4

10. Degree of consonance (from trainer's perspective) of inservice program with district's desegregation goals. (Q.15, guide)



11. Was an evaluation conducted of the programs? (Q.16, guide)

Yes, informal evaluation	1
Yes, formal evaluation	2
No evaluation	3

12. Who conducted the evaluation (if applicable)? (Q.16, guide)

Trainers	1
District staff	2
Outside consultants	3

13. Has the evaluation been utilized? (Q.16, guide)

Yes	1
No	2

14. Describe how it has been utilized. (Q.16, guide)

_____

_____

_____

15. If trainer had to change some aspect of the program to make it more effective, what would that be? Circle any which apply.

More participants	1
More/better planning	2
Better coordination with other persons	3
More money/resources	4
More preparation for trainers	5
Other_____	
_____	6

16. Describe any changes which trainer has perceived in district's attitudes about desegregation. (Q.19, guide)

Central Office Staff_____

Teachers_____

Conselors_____

Other (identify)_____

CODING FORM - Principals

Please complete one codesheet for each principal interview.

Interviewer Name_____

District_____ Date_____

School_____

1. Has principal participated in an inservice program? Yes 1
   No 2

2. Was participation of principals voluntary? Yes 1
   No 2

3. Was there a special inservice in district for principals? (Q.1, Guide) Yes 1
   No 2

   If yes, what year, and include program identifier code(s). _____

4. How valuable does principal believe inservice programs can be?

1	2	3	4	5
not valuable at all	———	———	———	extremely valuable

5. How valuable does principal believe inservice programs have been? (Q.3, Part B, Guide)

   a. for him or herself?

1	2	3	4	5
not valuable at all	———	———	———	extremely valuable

   b. for staff members?

1	2	3	4	5
not valuable at all	———	———	———	extremely valuable

6. Has principal participated in planning an inservice program for that school? (Q.3, Guide) Yes 1
   No 2

   Describe level of involvement

_____

_____

7. In what areas have impacts of inservice programs oeen the greatest? Rank. (Use only column a if principal has participated in inservice. (Q.3, Part B, Guide)

   Use column b in any case. (Q.9, Guide)

	a (for principal)	b (for staff)
staff attitude	_____	_____
staff behavior	_____	_____
student attitudes	_____	_____
student achievement	_____	_____
community sentiment	_____	_____
other _____	_____	_____

8. How could the programs have been more effective? (Q.11, Guide)

More participants	1
More/better planning	2
Better coordination with other persons	3
More money/resources	4
More preparation for trainers	5
Other_____ _____	6

_____

9. Student population of school ethnically representative of district? (Q.12, Guide)
   Yes 1
   No 2

10. Staff ethnically representative of district's student population? (Q.12, Guide)
    Yes 1
    No 2

11. Is principal an advocate for staff?
    Yes 1
    No 2
    Don't know 3

12. Does principal appear to be committed to integration?
    Yes 1
    No 2
    Don't know 3

    Describe, if possible

_____

_____

13. Are there special incentives for principal participation in inservice? (Q.1, Part B, Guide)

Yes 1
No 2

Describe

_____

_____

_____

Coding Form - Participants
(Source-Teachers, Counselors, Principals, other school staff who have been identified as recipients of desegregation-related inservice training). Complete one for each respondent.

Interviewer Name_____

District_____ Date_____

School_____ Participant Position_____

1. Was respondent's most recent inservice desegregation-related? (Q. 1, guide)

   Circle One

   Yes 1
   No 2

2. How many years has the respondent participated in desegregation-related inservice training? (Q. 7, guide)

   Years_____

3. Has respondent participated in the planning or design of any inservice program?

   Circle One

   Yes 1
   No 2

   If (3) yes, was this the most recent program?

   Yes 1
   No 2

   If (3) yes, was the program desegregation-related?

   Yes 1
   No 2

4. How effective did respondent believe his/her most recent inservice training program was? (Q. 6, guide)

   Circle One

1	2	3	4	5
not effective	low	moderate effectiveness	high	very high effectiveness

5. How effective was most effective inservice program?

Circle One

1	2	3	4	5
not effective	low	moderate effectiveness	high	very high effectiveness

6. Which of the following best describes most recent inservice program? (Q. 5, guide)

Circle as many as applicable

Human Relations	1
Multicultural Education	2
Curriculum Revision	3
Conflict Management	4
Community Participation	5
Discipline/Behavior	6
Orientation to Desegregation Plan	7
Training of Trainers	8
Teacher Center	9
Other _____	
_____	10

7. Which of the following best describes the most effective inservice program in which respondent has participated?

Circle as many as applicable

Human Relations	1
Multicultural Education	2
Curriculum Revision	3
Conflict Management	4
Community Participation	5
Discipline/Behavior	6
Orientation to Desegregation Plan	7
Training of Trainers	8
Teacher Center	9
Other _____	
_____	10

8. Has respondent's participation in the inservice programs been: (Q. 3, guide)

Circle One Per Column

	a Most recent	b Most effective
District-wide, voluntary	1	1
School-wide, voluntary	2	2
District-wide, mandatory	3	3
School-wide, mandatory	4	4
Special category (grade level or subject matter), voluntary	5	5
Special category, mandatory	6	6

9. When did each of these programs take place? (Q. 1, guide)

Circle as many as apply

	a Most recent	b Most effective
After school	1	1
Weekends	2	2
During school day	3	3
During Summer	4	4
Other _____	5	5

10. What was the primary incentive for participant's attendance? (Q. 4, guide)

Circle one

	a Most recent	b Most effective
Salary advancement	1	1
Stipends or pay	2	2
Released time	3	3
College credit	4	4
Professional growth	5	5
Job retention	6	6
Other _____	7	7

11. What did respondent consider to be the most important characteristics of his/her most effective inservice experience?

_____

_____

_____

_____

12. To what extent did participant believe that incentive system influenced their participation? (Q. 5, guide)

Circle One	a Most recent	b Most effective
Attendance would not occur without incentive	1	1
Some participation would occur without incentive	2	2
Incentive system did not affect participation	3	3
Wrong people influenced by incentive system	4	4
Wrong incentive system	5	5

13. Using other knowledge you have obtained about district, did respondent understand the goals of the inservice program as they have been articulated to you?

Circle One Yes 1
No 2

If no, list what he or she saw as goals.

_____

_____

_____

14. In which of the following areas have the programs had their greatest impact on respondent. Rank for each column. (Q. 12, guide)

	a Most recent program	b Most effective past program
Student attitudes	_____	_____
Student achievement	_____	_____
Intergroup relations	_____	_____
Teacher competence	_____	_____
Teacher morale	_____	_____
Other_____		
_____		
_____	_____	_____

15. Does respondent believe there has been any program impact on non-participants? (Q. 12, guide)

Circle One

Yes 1

No 2

If yes, describe_____

_____

_____

_____

16. Does respondent teach in a desegregated classroom? (Q. 14, guide)

Yes 1

No 2

N/A 3

Did respondent teach in a desegregated classroom before desegregation?

Yes 1

No 2

17. Does respondent notice any difference in his/her classroom behavior or attitudes since desegregation? (Q. 15, guide)

Yes 1

No 2

Don't know 3

Describe: _____

_____

_____

_____

18. Does respondent think desegregation has affected the students in the school? How? (Q. 16, guide)

Circle One

Yes 1

No 2

Doesn't Know 3

Describe: _____

_____

_____

Coding Form - Parents/Community

Use one coding sheet for each of your community contacts.

Interviewer Name_____

District Name_____

School_____ or Community Organization_____

Respondent Ethnicity_____ District Employee?_____

---

1. Do community members see special staff training needs which would help the desegregation effort to be more successful? (Q.1, guide)

   Yes 1
   No 2

   If yes, list by rank, with most important first. (Q.2, guide)

   1._____
   2._____
   3._____
   4._____
   5._____

2. Has respondent participated in any inservice programs?

   Yes 1
   No 2

3. Satisfaction of respondents with level of community participation.

1	2	3	4	5
no satisfaction	low	some	high	very high satisfaction

(Q.3, guide)

4. What areas does respondent believe training programs have had an impact on? (Q.4, guide)

	a
Student attitudes	_____
Student achievement	_____
Intergroup relations	_____
Teacher morale	_____
Teacher absenteeism	_____
Student absenteeism	_____
Parent involvement	
Other_____	_____
_____	

5. Respondent's view of level of support for desegregation. (Q.5,6, guide)

1	2	3	4	5
no support	low support	moderate support	high support	very high support

PRINCIPAL'S GUIDE

List of Principals Interviewed

Name	Position	Training Participant?	Approximate Age	Apparent Ethnicity	Years as Principal

LIST OF PARTICIPANTS INTERVIEWED

Name	Position	School	Approximate Age	Apparent Ethnicity	Years of Teaching

List of Parents/Community Interviewed

Name	Position	Organization	Approximate Age	Apparent Ethnicity

List Respondents from District Administration,
Approximate Age, Ethnicity, Years on the
Job and in the District

Name	Position	Approximate Age	Apparent Ethnicity	Years on Job	Years in District

List of Trainers Interviewed

Name	Position	Desegregation-related Training	Approximate Age	Apparent Ethnicity	Years as Trainer

Appendix C

INTERVIEW GUIDES

SUPERINTENDENT'S GUIDE

This guide is intended to help you interview the district superintendent or chief administrative officer. This interview should be brief, and both team members should be present. The orientation is to the entire inservice package in the district.

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1. What are the desegregation goals of the district? [C1]

2. Are there any areas in which current inservice addresses these desegregation goals? Identify. [C2]

3. Would you like to see the inservice package addressing any additional areas? [C3]

4. Please assess the impact of the inservice package on the participants and on the district. Why and how? [C4 & 5]

5. Would respondent change any aspect of the district's inservice package if he or she could? Impact of actual changes on subsequent package? [C6]

6. Who was involved identifying district's desegregation goals and preparing the desegregation plan? D1

7. Are there provisions for maintaining or enhancing student racial balance or other aspects of the desegregation plan? [D2]

SUPERINTENDENT'S GUIDE

8. Is there collective bargaining in the district? Has inservice been an issue in the collective bargaining agreement? [D3]

9. Has the district tried to evaluate the success of desegregation in any way? [D4]

10. Are individual schools encouraged to conduct their own evaluation? If so, please describe how this takes place. [D5]

11. Have any changes in district or school policy occurred since desegregation (or, if appropriate, as a result of evaluations)? How? [D6]

12. What impact can inservice have on staff attitudes and behavior? [D7]

13. How do superintendent and members of this staff communicate their stand on desegregation throughout the district? D8

CENTRAL OFFICE GUIDE

This guide is intended to help you interview the district administrators, other than the superintendent. In general, each respondent should provide you with somewhat different information, although certain questions will be asked to all central office respondents. For convenience we list these questions below, although they should not be used to begin your interview.

ASK EACH RESPONDENT:

1. Number of years of desegregation related inservice in district? [A1]

2. What does respondent think desegregation-related in-service can accomplish? [D5]

3. How much of an impact does respondent think all desegregation-related training programs have made in district? [C4]

4. In which areas has that impact been the greatest? [C5]

5. How could the desegregation-related inservice programs have been improved? [C6]

6. How is the attitude of respondent and other district administrators regarding desegregation communicated throughout the district? [D6]

General Interview Guide--from any Central Office staff member who indicates knowledge

1. Description of the inservice programs in district this year. If none this year, then most recent years. [A1] Desegregation-related? Desegregation related?

2. Is there any real difference in the focus, content or participation of desegregation related inservice and other inservice? [A2]

3. Sources of funding for three most recent desegregation-related in-service programs. [A3]

4. In general, do desegregation inservice programs rely on in-district trainers or outside consultants? Why? Selection process? [A4]

5. For the three most recent inservice programs, how were participants selected? Was participation mandatory or voluntary? How advertised? [A5]

6. In general, is there a problem with attendance at desegregation-related programs? Describe. [A5]

7. Who has been involved in planning the district's desegregation inservice program? [B1]

8. Describe needs assessment component of planning process. Examples of needs? Which are most important? [B2]

9. What is the incentive for participation in these inservice programs? Stipend, salary credit, professional growth, etc. [B3]

10. Are there other desegregation related needs which could be addressed by inservice programs? [B4]

11. Are there any differences between the way in which desegregation related inservice is planned and other inservice planning? [B5]

12. What are the district's primary desegregation goals? How do the inservice programs fit into those goals? [C1]

13. Do participants generally know what the goals of the desegregation-related inservice programs are? How are they articulated? [C2]

14. Are the goals of the desegregation training programs decided before training begins, or do goals sometimes surface later? Explain. [C3]

15. Have there been any changes in attitudes on desegregation on the part of teachers (minority and white), principals, superintendent, other administrators, parents or community, respondent? [D1]

16. Have the students been affected by desegregation? How? [D2]

17. Has district evaluated the success of desegregation? Describe method, intervals, and outcomes. [D3,4]

TRAINER'S GUIDE

This guide is intended for school staff members and outside consultants who have actually been involved in delivering training in the district. The respondent list in back of the guide is to help you keep track of the programs for which you have interviewed trainers. Each respondent should be asked these questions, and in general only one trainer for each program need be interviewed.

---

1. Describe the most recent inservice training respondent delivered in district.
   - Content?
   - Target population?
   - Format?
   - Goals?
   - Selection of Participants?

   Would respondent make any changes in the elements of the training? [A1]

2. How did respondent become involved with district as an inservice trainer? [A2]

3. Describe the circumstances under which the inservice took place. [A3, 4]
   - Time (after school; pupil-free day; during summer, etc.)
   - Duration (six one-hour sessions, two weeks; one afternoon, etc.)
   - Place (classroom, university, central office, etc.)

4. How was the program funded? [A5]

5. How were the participants selected, and how many attended relative to trainers' expectations? [A6]

6. Was the training voluntary or mandatory? [A7]

7. What were the incentives for participation? How did incentives influence participation? [A8]

8. Was the training typical of other training respondent has conducted? Describe [A9]

TRAINER'S GUIDE

9. Who was involved in planning the inservice training most recently conducted in district? Selection of groups? Role? [B1]

10. Describe the needs assessment component of this planning process. Who? Procedure? Examples of needs? [B2]

11. Was respondent satisfied with the participation of district administration, teachers, principals and parents in the planning of the training? Why or why not? [B3]

12. (Out-of-district trainer) Who was point of contact within the district? [B4]

13. (In-district trainer) Does respondent have job responsibilities apart from trainer responsibilities? How do those responsibilities influence style of training or the way in which participants viewed the program? [B5]

14. What was the overall goal of most recently provided inservice training? [C1]

15. How does respondent think the goals of the inservice training relate to the district's desegregation and inservice goals? [C2, 3]

16. Was there an evaluation of inservice? Formal/informal? Who conducted? Evaluation of participants? Feedback?
    - What impact has the evaluation had on subsequent training? [C4]

17. Impact of training on participants. [C5]

18. What is necessary for inservice training to be effective? Conditions? Elements? [C6]

19. Have there been any identifiable changes in feelings about desegregation on the part of: District staff? Community? Self? [D1]

20. Does any one group have a particularly large impact on community response to desegregation? District staff? Community? Please explain. [D2, 3]

PRINCIPAL'S GUIDE

This guide should be used for each of your principal interviews. If the principal was an inservice participant, complete part B of this guide also. If not, only complete part A, which refers to the principal as a building administrator.

Part A - For all principals

1. In the past two years, has there been an inservice program specifically for principals? Did respondent participate? Did respondent participate in any other inservice program? If last question response is yes, ask Parts A and B. If no, ask Part A only.

2. How valuable does respondent think inservice generally is? How valuable has desegregation inservice been in this school? [A1,2]

3. Has respondent participated in planning district inservice program in the past two years? Describe planning process and respondent's role. [B1,?]

4. Are there needs that have been identified at the school which respondent believes can be met by an inservice program? Describe assessment process. List needs by rank. [B3]

5. Have any of these needs been addressed through inservice? Describe. [B4]

PRINCIPAL'S GUIDE

6. Are there needs which are different now that the school has desegregated? [B5]

7. Was respondent aware of goals of the inservice program in which his/her staff participated? What were they? Impact on school's desegregation? [C1]

8. Can respondent see any school-related impact of the inservice programs which have taken place? [C2]
   - staff attitudes
   - staff behavior
   - absenteeism (student or teacher)
   - student behavior
   - student attitudes
   - student achievement
   - intergroup relations?
   - other

9. Have there been any attempts to follow up or support any of the positive impacts of these inservice programs? [C3]

10. Could the programs have been more effective? How? [C4]

11. Approximate percentages by race: student population. [D1]

12. Approximate percentages by race: staff. [D2]

PRINCIPAL'S GUIDE

13. Before desegregation was school predominately minority (Black, Hispanic, etc.) or Anglo? [D3]

14. How many teachers at school have been teaching less than 5 years? 5-10 years? Over 10 years? [D4]

15. Describe student SES. [D5]

16. What percentage of the staff has been reassigned because of student desegregation or because of a staff integration program? [D7]

17. Was respondent reassigned as a result of desegregation? List previous position. [D6]

18. How many Anglo families would respondent estimate have withdrawn their children from school as a result of desegregation? [D8]

19. How involved in the school's activities are most parents? Anglo? Minority? [D9]

20. Have there been any faculty meetings this year specifically to discuss desegregation or racial issues? Please describe. [D11]

21. Has the school tried to evaluate the success of desegregation in any way? Please describe. [D10]

PRINCIPAL'S GUIDE

22. How often does respondent visit teachers' classrooms? [D12]

23. Have there been any changes in attitude about desegregation? Describe.

24. Have the students in the school been affected by desegregation? Describe by race. [D14]

Part B - For principals who have participated in an inservice program.

1. Describe inservice program in which principal participated. [A3,C5]
   - content
   - logistics (time, place)
   - other participants (including number)
   - incentives

2. Describe goals of program.

3. Describe school-related impact on principal of program.

4. Could program have been more effective? How? [C8]

INTERVIEW GUIDE - PARTICIPANTS

This guide should be used for each interview with a school site member who has particpated in inservice program. In general, these will be teachers, but in some cases they may be counselors, aides, specialists, or classified staff members. In some cases (where there was a special focus on principals' inservice) this interview may be used for a principal.

---

1. When did the respondent's most recent inservice take place? (A 1)
   - Was it desegregation-related?

2. Describe. (A 2,3)
   - When and where was it held?
   - Who were the trainers?
   - Who were the other participants?

3. Describe (A 6)
   - Content of training
   - Format of training program
   - Goals of program
   - Effectiveness of program

4. Was respondent's participation mandatory or voluntary? (A 4)

5. Were there any incentives to participate? Describe. How important was incentive to participation? (A 5)

6. Would respondent say that this is the most effective inservice program he/she has attended? If not, repeat questions 1-5, describing that program. (A 7)

7. How much other inservice <u>for desegregation</u> has respondent had? (A 8)

8. Does respondent see any distinction between desegregation related inservice and inservice in general? (A 9)
   - Participants
   - Content
   - Format
   - Selection

9. Was respondent involved in planning any inservice program? Most recent program? (B 1)

10. Does respondent know how the needs for this most recent program were identified? (prioritized) (B 2)

11. Were the goals of the most recent inservice program appropriate for respondent? Describe goals. (C 1)

12. What impact has the inservice program had on the respondent? Has he/she changed job behavior or attitudes because of it? Student effects? (C 2)

13. Have there been any attempts to follow up or support the positive aspects of the most recent program? (C 3)

Teachers Only:

14. Racial composition of respondent's classroom. What was composition of classroom before desegregation? (D 1)

15. Does respondent see any changes in teaching style or classroom practice desegregation? Describe. (D 2)

---

16. Does respondent see any attitude changes since desegregation? (D 4)

17. Does respondent think that students in the school have been affected by desegregation? How? (D 3)

PARENT/COMMUNITY GUIDE

Use this guide for interviews with Title I Parent Coordinator (or PTA Coordinator) and Parent Advisoty Council Representatives at each school, as well as for advocacy group representatives from the community at large.

---

1. Does the district staff have special training needs which would help the desegregation effort to be more successful? List and rank. [B1]

2. Has respondent participated in any inservice programs? Desegregation-related? Describe program and participation. [B2,3]

3. Is respondent satisfied with the level of community participation in desegregation-related programs? Why? [B4]

4. Does respondent believe training programs have had an effect on

   - students?
   - teachers?
   - district administration?
   - community?

   How? [C1]

5. How does respondent see the level of support for desegregation in the community? Describe. [D1]

6. Has respondent noticed any changes in attitudes about desegregation on the part of school staff? Describe. [D2]

7. Have students in the district been affected by desegregation? Describe. [D3]

SCHOOL BOARD GUIDE

1. Have you or any school board members participated in any inservice? Planned the inservice? Participated in session? Other? [1]

2. What role does the school board take in developing inservice Programs? Policy? Trainer selection/participant selection? $? [2]

3. In general, what impact do you think inservice can have in (DISTRICT)? What impact has it had? [3]

4. What are the desegregation goals of (DISTRICT)? [4]

5. Do you see any important differences in the critical elements of inservice in general and inservice designed to address desegregation needs? [5]

6. What are the desegregation-related needs of (DISTRICT)? [6]

7. How could the staff more fully address the desegregation or educational goals of (DISTRICT)? Needs? Means? [7]

8. How would you characterize the level of support for desegregation that exists among various members of your school community? Identify by groups? Level of influence? [8]

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